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ABSTRACT

With minor exceptions, the Job Training Partnership Act (JTPA) program is working well and is meeting its legislative mandates. The public-private partnerships that have emerged at the local community level and the strong leadership role assumed by the private sector representatives on the State Job Training Coordinating Councils and Private Industry Councils have been particularly instrumental in the overall success of JTPA. Available information indicates that JTPA is indeed helping those in need of its services--disadvantaged persons, dislocated workers, Native Americans, migrant and seasonal farmworkers, Job Corps participants, and veterans--and making a significant difference in their lives. The introduction of performance standards in JTPA has made it more efficient than previous efforts and has increased its acceptance by the public. Efforts to link JTPA with public assistance programs, economic development activities, and education, as well as creative attempts to assist hard-to-serve individuals, should receive Congressional support. This position paper includes 20 pages of specific recommendations concerning the overall implementation of JTPA, training services for disadvantaged adults and summer youth programs, dislocated worker programs, federally administered programs, and JTPA implementation in Puerto Rico. A nine-page bibliography and appendixes on JTPA programs in Puerto Rico, JTPA funding, program participation, and performance standards are appended. (MN)

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THE JOB TRAINING PARTNERSHIP ACT

A report by the
National Commission
for Employment Policy

September 1987

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September, 1987

To The President and The Congress of The United States

It is with great pleasure and pride that I submit to you the Commission's assessment of the Job Training Partnership Act (JTPA), a review of findings from many sources, including nationwide program evaluations; Commission site visits, meetings, hearings, and sponsored research; and management information published by the U.S. Department of Labor. This report complies with the Commission's ongoing mandate in section 473(3) of the Act "to examine and evaluate the effectiveness of federally assisted employment and training programs (including programs assisted under this Act)." It also contains recommendations for strengthening JTPA, which in the Commission's judgment is serving effectively many thousands of economically disadvantaged and displaced workers but could become an even more effective instrument for assisting these groups, particularly those with special needs.

As our overall policy statement points out, the Commissioners are pleased to report that the innovative public-private partnership, which JTPA devised, is working well, and much of the stigma that attended earlier Federal training programs has disappeared as local business representatives have become actively involved in planning and overseeing local training activities. States also have shouldered their new responsibilities under New Federalism with increasing efficiency, and JTPA has become in several States the cornerstone of statewide human resource policies.

The National Commission for Employment Policy has met with Governors, State Job Training Coordinating Council (SJTCC) chairs, local officials, JTPA administrators, and service providers throughout the country during the past two years, and we have sensed a strong commitment to making the Job Training Partnership Act work for those in need of its assistance. The Commission applauds that commitment and hopes that the report submitted here will contribute to a better understanding of JTPA and how it is operating nationwide.

Sincerely,

Gertrude C. McDonald

GERTRUDE C. MCDONALD
Chairman

ACKNOWLEDGEMENTS

This report was written by Dr. Janet W. Johnston, Staff Policy Analyst. The author wishes to acknowledge the strong support and encouragement received during this process from Mrs. Gertrude C. McDonald, Chairman of the National Commission for Employment Policy, who originated the idea for a comprehensive summary analysis of JTPA implementation drawn from all available sources.

Chairman McDonald's concern for developing a clear understanding of the workings of the JTPA program was further manifested in a Commission Outreach Program of hearings, site visits, and meetings with State Job Training Coordinating Council (SJTCC) Chairs. Participation in that process enabled the author to gain far greater insight into the practical problems and accomplishments of JTPA implementation nationwide than the written evaluation reports and program data that are available at the national level can provide. The author is especially grateful to the SJTCC Chairs who shared their knowledge of the problems and successes in their individual States.

The author would also like to thank the other Members of the Commission for their patience and continued enthusiasm during the lengthly process of preparing this document. The support of all the Commissioners was very much appreciated.

Finally, the author would like to acknowledge the assistance provided by U.S. Department of Labor staff, who made available summary program statistics, and by JTPA evaluators, who tracked the early implementation of the program nationwide. Information from both sources was essential for the development of this report.

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JTPA POLICY STATEMENT

The National Commission for Employment Policy has reviewed the status of Job Training Partnership Act (JTPA) programs nationwide. The Commission concludes that, with minor exceptions, JTPA is working well and is meeting its legislative mandates.

The Commission is particularly pleased with the vigorous public-private partnerships that have emerged at the local community level. The strong leadership role assumed by the private sector representatives on the State Job Training Coordinating Councils and private industry councils has had a major impact on the success of the program. States are working hard to provide the leadership assigned to them by the Act.

Based on our analysis of available information, the Commission concludes that JTPA is helping people in need of its services and making a significant difference in their lives. The introduction of performance standards has made the program more efficient than previous efforts and has increased its acceptance by the public.

The Commission's specific recommendations for program improvement are contained in a separate section. However, the Commission would resist any major changes to the current Act, particularly the addition of public service employment programs.

The Commission supports efforts to link JTPA with public assistance programs, economic development activities, and education, as well as creative attempts to assist the hard-to-serve.

The Commission applauds the accomplishments of JTPA administrators at all levels during the past 3 years and encourages their continuing efforts on behalf of the economically disadvantaged and dislocated workers throughout the Nation.

THE JOB TRAINING PARTNERSHIP ACT

Introduction

An industrial plant in Michigan closes down with over 600 people out of work. . .nearly half of the entering class of freshmen in a New York City high school will drop out before their senior year, many without the ability to fill out a simple job application. . .a small business in Georgia can't fill skilled jobs because trained workers are not available. . .welfare rolls across the Nation rise another million. . .a plant manager in California is unable to complete a $3 million order because he cannot recruit enough job-ready people. . .displaced workers from steel mills in Pennsylvania join dislocated workers from Houston oil refineries, unemployed lumbermen from Oregon, and fifth-generation farmers from Iowa and Wisconsin who have lost their land in a nationwide search for jobs.

Each of these scenarios, although played out within a generally stable and healthy economy, represents a cost to the Nation—a cost measured not only in terms of tax dollars lost and social benefits bestowed, but also in the incalculable personal losses of self-esteem, devastated hopes, broken families, and rising rates of alcoholism and drug abuse that frequently accompany joblessness.

In recognition of these costs to the National Treasury and to individuals, the Federal Government has assumed responsibility for funding job training and related employment services to economically disadvantaged persons who lack job skills and to "dislocated" or "displaced" workers who possess outdated skills for jobs that are fast disappearing.

To accomplish these goals, a series of categorical programs designed to serve particular groups with special needs was enacted, beginning in the early 1960's: These were followed in 1973 by a more comprehensive program that included training, work experience, and public service job opportunities for disadvantaged youth and adults, administered by the U.S. Department of Labor through local prime sponsors. Its reputation tarnished by charges of fraud and abuse, waste, and mismanagement, that legislation in turn was replaced in 1982 by the Job Training Partnership Act (JTPA), which now offers training and other employment assistance to both disadvantaged and displaced workers through an administrative structure that differs sharply from any developed for past programs.

Initiated in October 1983 (after a year of transition), JTPA is the last of 10 block grants proposed by President Ronald Reagan as part of his governmental philosophy of "New Federalism," which assigns to States and localities rather than to the Federal Government the responsibility for administering federally funded programs, including job training. The principle of State autonomy is central to this philosophy of governance, and the Act itself contains many references to the role of the State in overseeing the development of training activities and the implementation process at the local level.

A second, equally important, guiding principle of JTPA programs is its emphasis on input from private business in *partnership* with local and State elected officials. Private industry councils (PIC's), which exist in all service delivery areas (SDA's) nationwide, must be chaired by business persons, and local business leaders make up the majority of council membership. At the State level also, private business representatives constitute one-third of the membership of State Job Training Coordinating Councils (SJTCC's), and the chairperson appointed by the Governor must be a nongovernmental member.

The premise behind this decision to give a leadership role to the private sector is the belief that local business representatives not only understand better than public officials what kinds of job training are most likely to be required in their own communities, but that they will also bring to the program a concern for efficiency and performance that was often lacking in earlier programs and that, consequently, resulted in the unfortunate instances of misfeasance and malfeasance that undermined public confidence in the role of the Federal Government in providing employment and training to the poor and unemployed.

Illustrating this concern for "bottom line" performance, the Act stipulates that program funds must be treated as investments in human capital from which a profit shall be realized and not as expenditures that yield no measurable return to the Nation. To calculate the actual return on the public investment, the Act further stipulates that program success be determined by measuring the increased employment and earnings and reduced welfare dependency of participants through performance standards to be determined by the Secretary of Labor and accepted or modified by Governors. Factors such as numbers of participants placed and retained in unsubsidized employment, increased participant earnings, and reduction in the number of individuals and families receiving cash welfare benefits are listed as the basic measures of success to be prescribed, along with whatever standards are considered appropriate by the Secretary for trainees less than 21 years of age.

Additional guiding principles of the JTPA legislation, which underscore the emphasis on efficiency and performance, include a focus on training activities instead of work experience and/or subsidized jobs in the public sector, as well as strict limitations on the use of funds for administrative purposes and supportive services for participants.

In response to charges that earlier employment and training legislation gave short shrift to training for unsubsidized jobs in the private sector, the Act requires that no less than 70 percent of all funds assigned to Title II-A, which authorizes training services for disadvantaged youth and adults, be used for specified training activities. Public service employment is prohibited, while the use of work experience is restricted. In addition, not more than 15 percent of the funds available to a service delivery area for any fiscal year may be expended for the cost of administration, and no more than a total of 30 percent of the funds can be used for both administration and supportive services for participants (although additional expenditures for supportive services may be approved if local conditions warrant them and the local private industry council justifies the added costs in its service plan). The limitation on support services was designed to do away with the potential for "professional trainees," who under earlier programs were thought sometimes to remain in training status for a far longer period than necessary in order to collect the training stipend. It was expected that participants under JTPA, who were not offered stipends, would also be more motivated to complete the training and proceed to unsubsidized jobs, where they would be earning a "real wage."

In sum, State oversight, local direction based on strong input from the private sector, performance measurement, a focus on training for unsubsidized jobs, and limitations on administrative costs and supportive services are the underlying principles of the Job Training Partnership Act, particularly as it applies to training for the economically disadvantaged. Other titles of the legislation provide for services to dislocated workers by the States, federally administered programs for Native Americans and migrant and seasonal farmworkers, veterans' employment programs, and the Job Corps for disadvantaged young men and women between the ages of 14 and 21. (See Figure 1.)

The National Commission for Employment Policy (NCEP), which is also authorized by JTPA under Title IV, Section F, is an independent Federal agency created to advise the President and the Congress on broad employment policies and solutions. The Act assigns to the Commission the responsibility for evaluating JTPA programs. This paper will attempt to synthesize what is known about the status of JTPA activities nationwide, including titles I, II,

Figure 1.

The Job Training Partnership Act (JTPA)
Public Law 97-300 - October 13, 1982

Title I. The Job Training Partnership

Authorizes, describes, and provides procedures for the development of basic elements of the partnership structure for administering JTPA programs at local, State, and Federal levels. These administrative elements include sub-state service delivery areas (SDA's), local private industry councils (PIC's), State Job Training Coordinating Councils (SJTCC's), and the program responsibilities of local and State elected officials and administrators at all levels of government. Contains a description of what must be included in local job training plans and the Governor's coordination and special services plan, procedures for their review and approval, and other local and State responsibilities for planning and administering programs. Further describes Federal responsibilities in the administration of JTPA programs, including the allocation of funds, monitoring, fiscal controls and sanctions, judicial review, reporting, recordkeeping, and investigations.

Title II. Training Services for the Disadvantaged

Authorizes basic training services for economically disadvantaged youth and adults (Part A) and summer youth employment and training programs for disadvantaged young people (Part B). Provides a description of authorized services, including exemplary programs, fund allocation procedures, limitations on the use of funds, and other program provisions.

Title III. Employment and Training Assistance for Dislocated Workers

Defines "dislocated worker" for purposes of the Act. (An amendment in 1986 specifically included dislocated farmers in the definition.) Provides a description of authorized activities, funding requirements (including a matching provision), and limitations on the use of funds for administrative and support services. Requires a State plan for the receipt of financial assistance with a description of program elements and plans for coordination with other State programs such as energy conservation, low-income weatherization, and social services.

Title IV. Federally Administered Programs

Authorizes programs for Native Americans and Migrant and Seasonal Farmworkers (Part A); the Job Corps (Part B); Veterans' Employment Programs (Part C); National Activities (Part D) in support of JTPA programs, including multistate programs, research and demonstration activities, pilot projects, evaluation, training and technical assistance; Labor Market Information (Part E); the National Commission for Employment Policy (Part F); and Training to Fulfill Affirmative Action Obligations (Part G).

Title V. Miscellaneous Provisions

Contains amendments to the Wagner-Peyser Act and Part C of Title IV of the Social Security Act, which provide for closer coordination between, respectively, JTPA and the employment service and JTPA and the Work Incentive (WIN) Program for recipients of Aid to Families with Dependent Children (AFDC). Also contains provisions related to earnings disregard of JTPA income for dependent children in a family receiving AFDC and for the enforcement of the Military Selective Service Act for JTPA participants.

III, and IV. Evidence drawn from a variety of sources, including evaluations supported by the U.S. Department of Labor, the General Accounting Office, the National Governors' Association, the National Alliance of Business, and the Commission itself, as well as program management information and performance data and anecdotal evidence gathered in conversations with State and local administrators, SJTCC members, and employment and training professionals at the national, State, and local levels, will be used to assess the status of the program, its strengths and weaknesses. Recommendations about the future direction of the program and areas that need corrective action are contained in a separate section. This report responds to Sec. 473 (3) of the Act, entitled "Functions of the Commission."

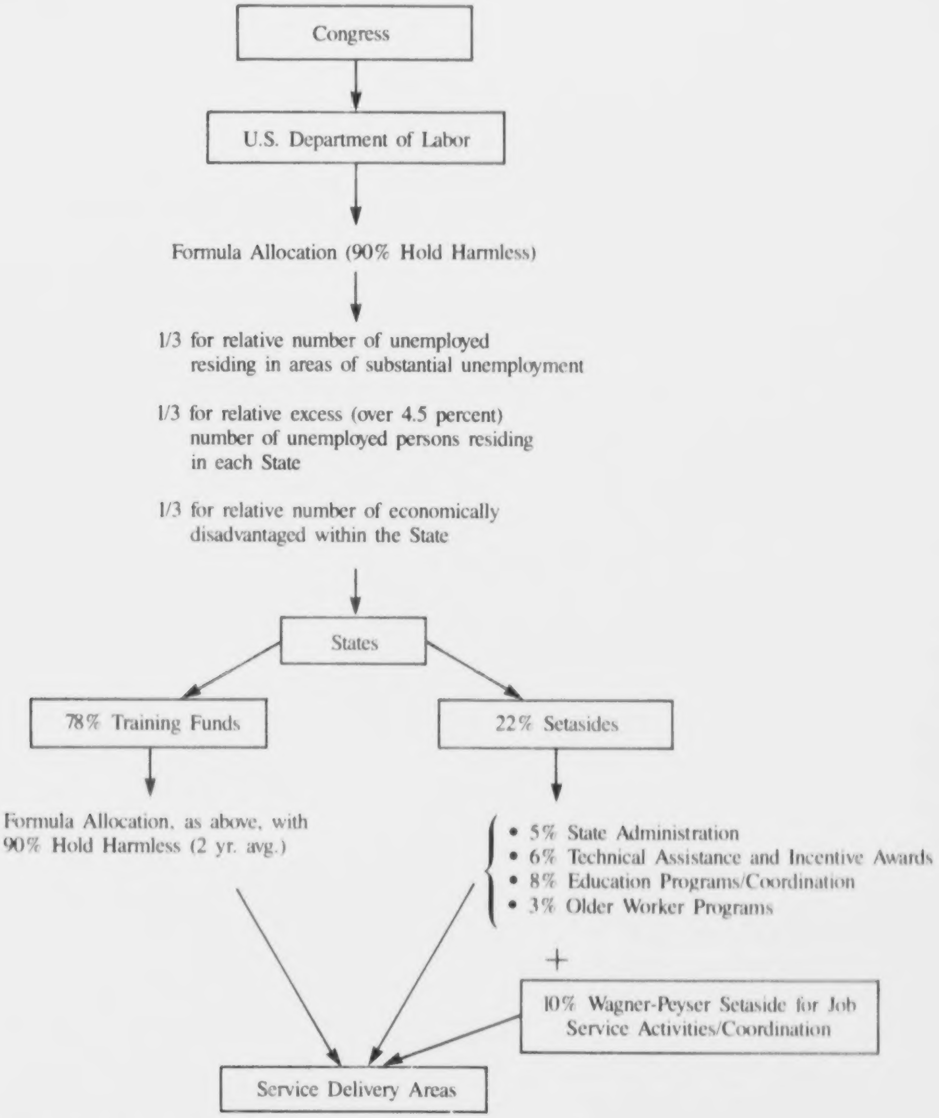
Title I: The Job Training Partnership

I. The Block Grant Concept

The Job Training Partnership Act is a fundamental example of "New Federalism" and the block grant concept of funding State and local programs. As defined by President Reagan, "New Federalism" means the assignment of primary responsi-

Figure 2.

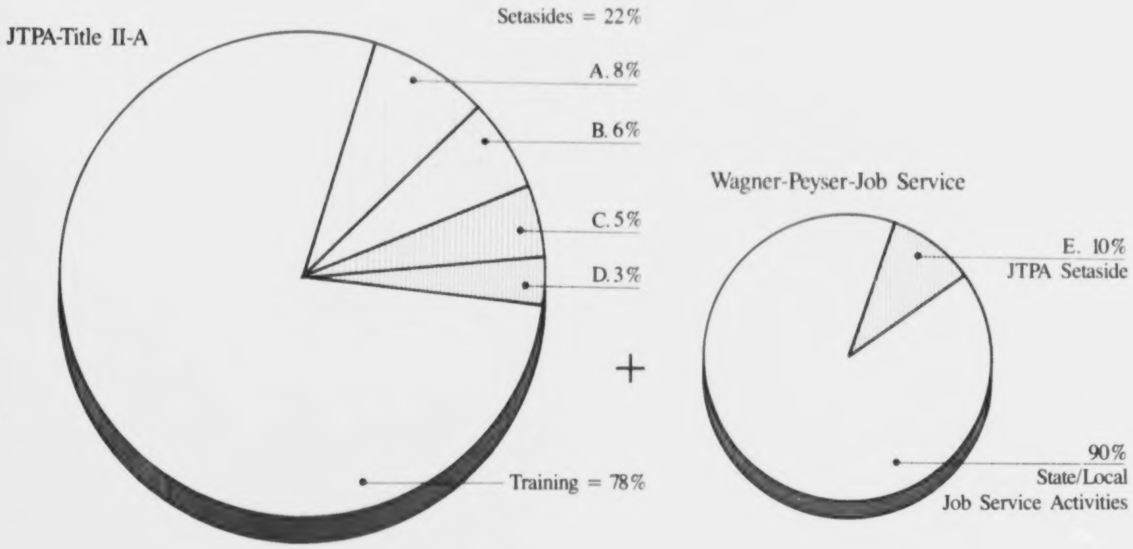
JTPA Funding Flow in Title II-A Programs


Congress
U.S. Department of Labor
Formula Allocation (90% Hold Harmless)
1/3 for relative number of unemployed residing in areas of substantial unemployment
1/3 for relative excess (over 4.5 percent) number of unemployed persons residing in each State
1/3 for relative number of economically disadvantaged within the State
States
78% Training Funds
22% Setasides
Formula Allocation, as above, with 90% Hold Harmless (2 yr. avg.)
• 5% State Administration
• 6% Technical Assistance and Incentive Awards
• 8% Education Programs/Coordination
• 3% Older Worker Programs
+
10% Wagner-Peyser Setaside for Job Service Activities/Coordination
Service Delivery Areas

Source: Job Training Partnership Act, Sections 201 and 202.

Figure 3.

JTPA Funding Setasides



Setaside Purposes

- A. 8% for State education programs, including vocational education, and coordination activities.
- B. 6% for technical assistance to service delivery areas (SDA's); incentive awards for exceeding performance standards and serving hard-to-serve groups; establishment of post-program followup reporting systems.
- C. 5% for State administrative costs, including program audits.
- D. 3% for training programs serving older workers (age 55+).
- E. 10% for ES/JTPA coordination; services to groups with special needs; performance incentives; and extra costs of exemplary models.

Source: Job Training Partnership Act, Sections 202 and 501.

bility for administering federally funded programs to the States. The Federal role in oversight and administration is severely limited by design. States assume those functions, while local communities undertake the actual delivery of program services to participants.

The funding arrangement most illustrative of this concept is the block grant, which provides Federal funds to States with a minimum of guidelines for their use beyond the general purpose(s) stated in the legislation. JTPA is the last of 10 such block grants initiated by the President. Funds for the major training title of the Act flow, according to a formula specified in the legislation,[1] i.e., from the national level as part of the annual appropriation for the U.S. Department of Labor to the State Governors, who in turn reallocate 78 percent of the money by similar legislative formula to substate jurisdictions, called service delivery areas (SDA's). (See Figure 2.) There are currently about 600 SDA's nationwide.

Twenty-two (22) percent of the total State allocation for Title II-A activities is set aside for purposes prescribed in the Act.

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[1] The Act allots funds to States based on unemployment and poverty figures. See Sec. 201(a).

Five percent is reserved for State administrative costs; 6 percent may be used for incentive bonuses and technical assistance for SDA's; 8 percent is assigned to State educational agencies for educational services and to facilitate coordination between education and training; and 3 percent is set aside for older worker programs. The Wagner-Peyser Amendments included in JTPA also set aside 10 percent of funds for performance incentives, exemplary model programs, and services for groups with special needs. (See Figure 3.)

Funding for JTPA has averaged around $3.5 billion per year since the program's inception, despite some slight fluctuations resulting from both the addition of funds to maintain existing real levels of program activity in the face of inflation and the rescission of funds as part of the Gramm-Rudman budget reduction requirements. Table 1 depicts the amount of funding available to JTPA from the initial transition year through Fiscal Year (FY) 1987. Figure 4 shows how the $3.8 billion for JTPA programs in Program Year (PY) 1985 was divided by program activity.

Unlike earlier training legislation, the total annual program budget has been remarkably stable in size. Moreover, JTPA is forward-funded so that funds appropriated in any given *fiscal* year (October 1 through September 30) are designated for expenditure in the following *program* year (July 1 through June 30). This has eliminated many of the problems associated with uncertainties arising from late appropriations and general fluctuations in the amount of funds available from year to year. Under the present system, program planners at the State and local levels should know in advance what funding levels will be in effect for the year's activities for which they are planning.

To further prevent funding swings, the Act also provides a "hold-harmless" clause that guarantees to States that they will receive no less than 90 percent of their preceding fiscal year's allocation for Title

Table 1.

JTPA Funding Authority, by Title and Fiscal Year
(dollars in thousands)

Program	Fiscal Years						
	1983	1984			1985	1986 (est.)	1987 (rev. est.)
		TP[1] 84	PY 84	Total			
Total JTPA	110,000	2,914,210	3,632,015	6,546,225	3,748,662	3,312,310	3,656,013
Grants to States	110,000	2,333,412	2,833,700	5,167,112	2,933,200	2,514,763	2,790,000
Title II	—	2,239,162	2,610,700	4,849,862	2,710,700	2,419,061	2,590,000
A. Block Grants		1,414,613	1,886,151	3,300,764	1,886,151	1,783,085	1,840,000
B. Summer Youth		824,549	724,549	1,549,098	824,549	635,976	750,000
Title III Dislocated Workers	110,000	94,250	223,000	317,250	222,500	95,702	200,000
Title IV-Federal Programs	—	580,798	798,315	1,379,113	815,462	804,479	866,013
Native Americans		46,682	62,243	108,925	62,243	59,567	61,484
Migrants and Seasonal Farmworkers		45,268	65,474	110,742	65,474	57,762	59,621
Job Corps		414,900	599,200	1,014,100	617,000	612,480	656,350
Veterans		7,290	9,720	17,010	9,667	9,251	10,058
National Activities[2]		46,658	61,678	108,336	61,078	58,487	78,500
TJTC[3]		20,000	0	20,000	0	6,932	0

[1] Transition Period — October 1, 1983 through June 30, 1984.

[2] Includes technical assistance and training; labor market information; research, demonstration, and evaluation; National Commission for Employment Policy; National Occupational Information Coordination Committee; pilot and demonstration programs; Rural Concentrated Employment Programs; and a special program of unemployment benefits for persons adversely affected by the expansion of the Redwood National Park.

[3] Targeted Jobs Tax Credit.

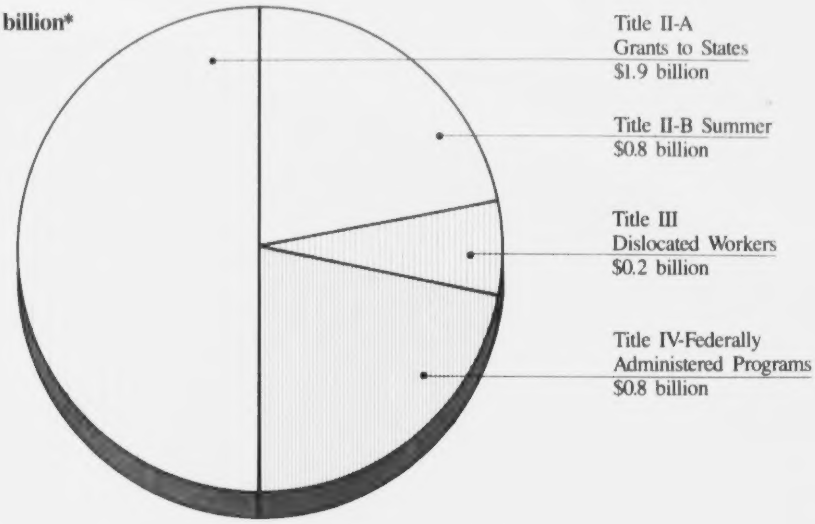
Source: U.S. Department of Labor, Employment and Training Administration, Division of Budget.

II-A. An amendment to the legislation enacted in the fall of 1986 extends this hold-harmless provision to local service delivery areas, but bases the amount received on the SDA's average share of funds provided during the previous 2 fiscal years, rather than the single year basis applied to States. As is the case for States, the intent of this change is to alleviate problems that had arisen when funding levels changed drastically from year to year.

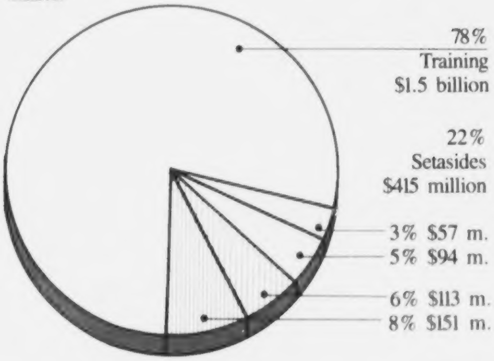
Figure 4.

JTPA Funding by Title, Fiscal Year 1985

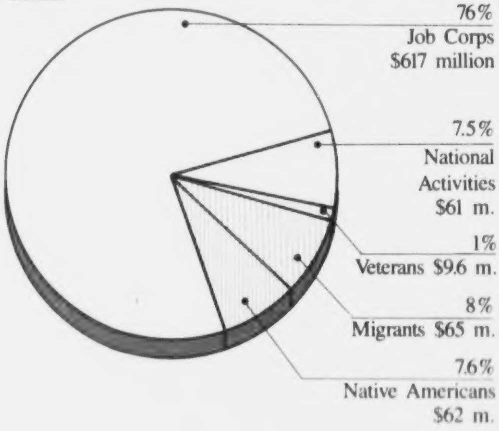
Total JTPA Funding = $3.8 billion*



Title II-A-Grants to States
$1.9 billion



Title IV - Federally Administered Programs
$0.8 billion



*Total reflects rounding. Exact total is $3,748,662.
Source: U.S. Department of Labor

II. Diminished Federal Involvement

A. Technical Assistance and Policy Guidance

JTPA delegated to the States most of the oversight and policy direction responsibilities previously assigned at the Federal level. Indeed, during all of the transition period and until very recently, the Federal Government through the Department of Labor (DOL) deliberately chose to take a very limited role in guiding the implementation of the program. Questions about policy and even technical administrative matters were, in most cases, referred back to the Governors for decision. The Labor Department took the firm position that block grants implied State control, and no deviation from that policy ought to be permitted or encouraged, particularly in the program's early phase of operation when administrative decisionmaking was most important.

The effect on States and localities of this "hands-off" policy by the Department of Labor was initially one of consternation and misgiving. Despite earlier complaints that Federal officials were too prescriptive under pre-JTPA legislation, many State officials and local administrators now felt that they were not being offered enough guidance in making all of the decisions that were necessary to close down the prior program and begin the implementation of an entirely new system with many untried actors who were unfamiliar with training programs. Suspicion was also rampant that the Department of Labor was merely biding its time until Federal auditors would appear on the scene to disallow costs and overturn administrative actions for which the Governors, in particular, and the members of private industry councils were now financially and politically liable. Questions of financial liability surfaced frequently during these early stages of program development and have continued to be raised by PIC members and State and local officials with whom the Commission has had contact during the past year.[2]

Program administrators also expressed a strong fear early on that, because of its decentralized administrative structure, JTPA might be subject to the same labels of fraud and abuse that had undermined public confidence in previous employment and training legislation. A U.S. General Accounting Office (GAO) report issued in September 1984 called for strong internal controls at the SDA level to prevent that from happening. As a precautionary measure, the Department of Labor conducted an Inspector General (IG) audit of State system designs prior to JTPA implementation, which revealed numerous weaknesses in the procedures the States planned to use to ensure the adequacy of controls over service delivery area subgrantees.

In response, the IG recommended that Labor's Employment and Training Administration (ETA) review all State monitoring systems during the first few months of JTPA operations to determine whether planned procedures and controls were in place. A followup survey conducted by the Employment and Training Administration determined that they had, in fact, been developed in most areas, and, where this had not been done, ETA had provided assistance for corrective action. ETA assured GAO that it had established a compliance review system for future oversight, although it also noted emphatically that, because JTPA is a *State* function, the review mechanism had been focused on the development of State systems and procedures to ensure compliance.[3]

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[2] For a description of this early stage of uncertainty, see especially MDC, Inc./Grinker, Walker & Associates, *An Independent Sector Assessment of the Job Training Partnership Act, Phase I: The Initial Implementation* (March 1984) and *Phase II: Initial Implementation* (January 1985), prepared for the National Commission for Employment Policy (NCEP), Washington, D.C. A recent publication entitled *The Liability Chase Game: Reducing Financial Liability Resulting from JTPA Program Implementation* (September 1986), prepared for the National Association of Counties by Barbara Dillon and Craig Smithson, illustrates the continuing concern about program liability by local officials.

[3] U.S. General Accounting Office, *Report to Senator Sam Nunn, Ranking Minority Member, Permanent Subcommittee on Investigations, Senate Committee on Governmental Affairs, Strong Internal Controls at Service Delivery Level Will Help Prevent CETA-Type Fraud and Abuse in Job Training Partnership Act Programs* (Washington, D.C.: U.S. Government Printing Office (GPO), September 28, 1984).

Discussions with SJTCC council members and other State and local administrators during NCEP site visits indicate that, despite the very cautious approach adopted by the Department of Labor over the last 3 years, suspicions about long-term Federal intent have not entirely dissipated. Accordingly, although the Act provides for considerable latitude for waivers and other means of providing flexibility in program performance, many State Governors (or their staffs), as well as local private industry councils and their staffs, have been reluctant to deviate far from any statement or standard contained in the legislation or prescribed by the Secretary of Labor in departmental regulations and policy issuances. As will be discussed in the section on performance standards, this hesitancy to take bold action and to apply for waivers when warranted by local conditions may be having unwanted effects on program outcomes.

B. Performance Standards

1. Legal Requirements

JTPA, unlike earlier employment and training programs, clearly states that programs operating under it are to be assessed in terms of "the return on investment," and that this return for Title II-A programs is to be measured by the increased employment and earnings of participants and the reductions in welfare dependency (Sec. 106). Further, the law requires the Secretary of Labor to prescribe standards against which to compare these performance measures. Governors are permitted to vary these standards according to specific economic, geographic, and demographic factors within the State or local service delivery areas, but they may do so only within the specific parameters established by the Secretary.

The Secretary may also prescribe variations in performance standards for special populations that are served, including Native Americans, migrant and seasonal farmworkers, and ex-offenders. For programs authorized under Title III for displaced workers, performance standards established by the Secretary are to be based on placement and retention in unsubsidized employment. The Secretary is allowed to modify the performance standards every 2 program years, but these modifications may not be made retroactive.

The language of the Act presupposes the development of post-program standards in its statement that increased employment and earnings and reductions in welfare dependency are to be considered measures of the basic return on investment. Further, the Act specifies that the standards developed by the Secretary shall include provisions governing the base period prior to program participation and a representative period after termination that is "a reasonable indicator of postprogram earnings and cash welfare payment reductions" (Sec. 106 (3)). The Secretary is admonished under this provision to obtain this data in the most cost-effective manner, including the use of earnings records, State employment security files, welfare department records, statistical sampling techniques, and other available measures.

In addition to the three general goals for all participants, the Act establishes other planned outcomes for youth: the attainment of employment competencies recognized by the local private industry council; completion of a major level of education (elementary, secondary, postsecondary), or its equivalent; and enrollment in other training programs or apprenticeships, or enlistment in the Armed Forces (Sec. 106 (b)(2)).

As a reinforcement of the Act's emphasis on performance, 6 percent of each State's Title II-A funds are set aside to provide performance incentive bonuses, for technical assistance to SDA's, and for additional incentives to serve special hard-to-serve groups (Sec. 202 (b)(3)). Sanctions are provided for SDA's that fail to meet their performance standards for 2 consecutive years. Governors must first provide technical assistance, but SDA's that continue to fall below standard after the second year will be subject to reorganization, which may include restructuring the private industry council, prohibiting the use of particular service providers, or selecting another administrative entity (Sec. 106 (h)).

The National Commission for Employment Policy is required by the Act to advise the Secretary of Labor in the development of performance standards, assess their usefulness as measures of desired performance, and evaluate the impacts of such standards (intended or otherwise) on the choice of who is served, what services are provided, and the cost of such services in SDA's (Sec. 106 (f)).

2. DOL Response

The Secretary of Labor has established seven performance measures and numerical standards for each measure, based on participant status at the point of termination. The standards apply to three participant groups: youth, adults, and welfare recipients. Three of the standards—adult, youth, and welfare entered employment rates—focus on job placement status at the time of termination. Two others measure the cost-per-entered-employment for adults and the cost-per-positive-termination for youth. Another standard measures the hourly wage paid to adults on the day of their hire into a job (average wage at placement). The seventh standard measures the youth positive termination rate, including all those who left youth programs for a job or who achieved other quantifiable measures of program success, including the attainment of PIC-recognized youth employment competencies.[4]

The National Commission for Employment Policy worked closely with the Department in the development of the national performance standards and parameters for variations during the first 2 years of program implementation. In addition to its representation on DOL work groups that formulated specific program standards for the various titles of JTPA, the Commission also advised the Secretary on particular issues through formal letters and informal communications. The Commission has also begun work on an assessment of the impact of performance standards, as required by the Act.

In addition to the standards, the Secretary established criteria ("parameters") that Governors could use to vary local performance standards and published a technical assistance guide containing a "regression model" or mathematical formula for taking into account local economic and demographic factors that can be applied to the national standards. Use of "the model," as it is called, results in standards that are tailored to the individual locale. Governors are free to use or not to use this model when setting SDA standards, and they may add additional standards of their own if they choose.[5] Table 2 shows the national standards and model standards in effect for program years 1984, 1985, and 1986.

Although the Department of Labor has published its technical assistance guide and has funded some public interest groups to provide technical assistance to States and SDA's that request it, there is still considerable confusion on the part of State and SDA staffs about the use of the model and the way in which it can be used to accommodate working with persons who may be hard to serve. This confusion is particularly apparent in areas that have had little previous experience with employment and training programs. (See the discussion below on the impact of performance standards on programs for a more detailed examination of this point.) The Department has not been able as yet to create throughout the entire employment and training system a basic understanding of how the standards can be varied to meet the individual needs of States and localities.

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[4] Employment competencies are defined as having a demonstrated proficiency in one or more of three skill areas at which the terminee was deficient at the time of enrollment: pre-employment and work maturity, basic education, and job-specific skills. Employment competencies were not a reportable item until PY 1985, after the Department of Labor, at the urging of NCEP and others, overcame the opposition of OMB. See National Association of Private Industry Councils (NAPIC), *Youth Programs and the Job Training Partnership Act, Implementing Competency Standards: A Guide for Private Industry Council Members* (Washington, D.C.: NAPIC, January 1986).

[5] See U.S. Department of Labor, Employment and Training Administration, Office of Strategic Planning and Policy Development, *Guide for Setting JTPA Title II-A Performance Standards for PY 1986*, June 1986; see also National Association of Private Industry Councils, *The Job Training Partnership Act, A PIC Member's Guide to Performance Standards: A Framework for Success* (Washington, D.C.: NAPIC, September 1986).

Table 2.

National Performance Standards and DOL Model Adjusted Standards, by Program Year

Standard	Measurement by Year				
	1984-85 Nat'l Standard	1984 DOL-Adjusted	1985 DOL-Adjusted	1986-87 Nat'l Standard	1986 DOL-Adjusted
Adult					
Entered Employment Rate (All)	55%	47%	57.1%	62%	62.4%
Entered Employment Rate (Welfare Recipients)	39%	NA	NA	51%	51.3%
Placement Wage (Hourly)	$4.91	$4.44	$4.64	$4.91	$4.64
Cost-per-Placement	$5,704	$6,242	$3,740	$4,374	$4,374
Youth					
Entered Employment Rate (All)	41%	21.4%	36.4%	43%	43.3%
Positive Termination Rate*	82%	80.2%	74.8%	75%	74.8%
Cost-per-Positive Termination	$4,900	$2,712	$3,362	$4,900	$3,711

*Includes attainment of PIC-recognized youth employment competencies, entrance into non-Title II training, return to full-time school, and completion of a major level of education.

Source: U.S. Department of Labor, Employment and Training Administration.

C. Recordkeeping And Reporting

JTPA requires that every recipient of funds under the Act "shall maintain such records and submit such reports in such form and containing such information, as the Secretary requires regarding the performance of its programs" (Sec. 165 (a)(2)). Each State, each SDA, and any other recipient of funds is required to establish a management information system that will provide the Secretary with programmatic and financial data on statewide and service delivery area bases for reporting, monitoring, and evaluating purposes (Sec. 165 (c)(2)). In addition to general program monitoring and evaluation, the reporting systems thus established are meant to provide consistent information on whether the performance standards have been achieved.

Prior to JTPA, national employment and training reporting requirements were often very detailed and led to complaints from prime sponsors that they were too burdensome. In keeping with the philosophy of New Federalism, which assigned program oversight responsibility to the States, the Department of Labor sought to keep national reporting requirements to a minimum under JTPA. The Department's initial data collection efforts were, therefore, limited to two major program status reports and a longitudinal survey conducted quarterly by the Census Bureau from a sample of 194 SDA's. Examples of the kinds of information drawn from these two sources can be found in the statistical appendices to this report.

The *JTPA Annual Status Report*, called the "JASR," contains summary information on JTPA participation and terminations collected annually by each of the SDA's and forwarded to the Department through the States. The Department of Labor's original proposal to the Office of Management and Budget (OMB) called for States to collect and report data from each SDA on Title II-A participants' pre-program and post-program economic experience, based on followup contacts with former participants 13 weeks after termination. In response to OMB's opposition to post-program followup as too burdensome to States and SDA's, the Department dropped these requirements and curtailed the amount of data it proposed to collect on participants and terminees.

Subsequently, the Department (in part at the urging of NCEP) succeeded in securing the approval of OMB to collect followup information as a means of conforming to the statute's provisions for measuring increased employment and earn-

Figure 5.

JTPA Annual Status Report for Titles II-A and III Programs

U.S. DEPARTMENT OF LABOR Employment and Training Administration **JTPA** **ANNUAL STATUS REPORT**	a. STATE/SDA NAME AND ADDRESS	b. REPORT PERIOD FROM	TO

I. PARTICIPATION AND TERMINATION SUMMARY	Total Adults	Adults (Welfare)	Youth	Dislocated Workers
	(A)	(B)	(C)	(D)
A. TOTAL PARTICIPANTS				
B. TOTAL TERMINATIONS				
1. Entered Unsubsidized Employment				
2. Youth Employability Enhancement Terminations	▨	▨		▨
a. Attained PIC-Recognized Youth Employment Competencies	▨	▨		▨
b. Entered Non-Title II Training	▨	▨		▨
C. Returned to Full-Time School	▨	▨		▨
d. Completed Major Level of Education	▨	▨		▨
3. All Other Terminations				

Line No.	II. TERMINEES PERFORMANCE MEASURES INFORMATION		(A)	(B)	(C)	(D)
1	Sex	Male				
2		Female				
3	Age	14-15	▨	▨		▨
4		16-17	▨	▨		
5		18-21	▨	▨		
6		22-29			▨	
7		30-54			▨	
8		55 and over			▨	
9	Education Status	School Dropout				
10		Student				
11		High School Graduate or Equivalent (No Post-High School)				
12		Post-High School Attendee				
13	Family Status	Single Head of Household With Dependent(s) Under Age 18				

c. SIGNATURE AND TITLE	d. DATE SIGNED	e. TELE. NO.

Source: U.S. Department of Labor, Employment and Training Administration.

Figure 5. (Continued)

a. STATE/SDA NAME AND ADDRESS	b. REPORT PERIOD FROM	TO

Line No.	II. TERMINEES PERFORMANCE MEASURES INFORMATION - CONTINUED		Total Adults	Adults (Welfare)	Youth	Dislocated Workers
			(A)	(B)	(C)	(D)
14	Race/Ethnic Group	White (Not Hispanic)				
15		Black (Not Hispanic)				
16		Hispanic				
17		American Indian or Alaskan Native				
18		Asian or Pacific Islander				
19	Other Barriers to Employment	Limited English Language Proficiency				
20		Handicapped				
21		Offender				
22	U.C. Status	Unemployment Compensation Claimant				
23	Labor Force Status	Unemployed 15 or More Weeks of Prior 26 Weeks				
24		Not in Labor Force				
25	Welfare Grant Info.	Welfare Grant Type: AFDC	▨			▨
26		GA/RCA	▨			▨
27	Average Weeks Participated					
28	Average Hourly Wage at Termination					
29	Total Program Costs (Federal Funds)			▨		
	III. FOLLOW-UP INFORMATION					
30		Employment Rate (At Follow-up)			▨	
31		Average Weekly Earnings of Employed (At Follow-up)			▨	
32		Average Number of Weeks Worked in Follow-up Period			▨	
33	Sample Size				▨	
34	Response Rate				▨	
REMARKS:						

ings and reductions in welfare dependency and as a basis for developing new post-program outcome standards for use in PY 88. The Department was not successful, however, in gaining OMB approval for the collection of information on deficiencies in and attainment of specific youth competencies (pre-employment and work maturity skills, basic education skills, and job-specific skills) and a reporting item for "receiving welfare 12 months or longer," which had been proposed in January 1986 as a means of gathering base data for later analysis of welfare reductions resulting from JTPA. Figure 5 illustrates the current JASR reporting requirements for PY 1986.

The *JTPA Quarterly Status Report* (JQSR) was a statewide summary of data on program participation and program costs. States were required to submit the report each quarter during the first 9 months of program implementation and annually thereafter. Beginning on July 1, 1986, however, the JQSR was changed to the *JTPA Semiannual Status Report* (JSSR), which will collect information on total program expenditures by title and some additional, previously unavailable, data on activities and expenditures under State setasides (3 percent older worker, 5 percent State auditing and administrative funds, 6 percent technical assistance, and 8 percent education). Expenditure information is required to be submitted after the second and fourth quarters only, while participation and termination data are due only once every program year. In addition, Title II-B summer youth expenditure information was removed from the JSSR and combined with participant information to form the basis of a new *JTPA Summer Program Expenditure Report* (JSPR), consisting of a program expenditure summary, statewide participation summary, and characteristics summary. Summer enrollee characteristics were previously unavailable at the Federal level.[6]

The *Job Training Longitudinal Survey* (JTLS) was the third major source of JTPA program information developed by the Department of Labor. The survey, as originally planned, consisted of three parts: a quick turnaround component, a longitudinal component for JTPA participants, and a longitudinal component (never implemented) for nonparticipant comparison groups. Together, the surveys, conducted by the Bureau of the Census, were intended to collect information on the characteristics and labor force experiences of a national sample of JTPA participants and to compare the results with three comparison groups of nonparticipants.

While both the quick turnaround survey and the longitudinal survey for JTPA participants were implemented, problems associated with data collection, uniformity of data, and methodological constraints eventually led to a reassessment of the usefulness of this procedure. Based on recommendations from a technical advisory panel of recognized experts in social research, the Department elected to formulate a new procedure for evaluating the net impact of JTPA programs.

Under the new plan, the Labor Department will fund a series of field experiments at up to 20 SDA's to evaluate the benefits and costs of JTPA services for various target groups. The experiments will involve randomly assigning JTPA-eligible persons who apply to the program to a group receiving JTPA services and a second control group that does not. Random assignment, which has been subject to legal challenges in the past, is aimed at eliminating problems with artificially constructed comparison groups. As the new experiments begin, the longitudinal components will be phased out on a staggered basis. In addition, the quick turnaround enrollee sample will be reduced from 24,000 to 12,000 persons annually, although the Department of Labor is planning to implement a 12-month followup on a small sample of 1,000 terminees, which is expected to provide information on participants' post-program experiences, including employment, earnings, and welfare dependency.

While the revisions to the reporting system proposed and already underway by the Department will address many of the current problems and shortcomings of its data collection, there are still some deficiencies that have been noted by GAO and others in the employment and training community. Lack of specificity of definitions, inconsistency of data items maintained by SDA's, and insufficient information to measure adequately the amount of training provided to program participants are three specific shortcomings described in a recent GAO report to the Chairman of the Subcommittee on Employment Opportunities within the House Committee on Education and Labor.[7] The problem, as always, for the Department is how to balance the need for information to fulfill Congressional reporting requirements and to develop adequate performance measures with the desire to keep Federal intervention into State and local programs at a minimum. The two questions that must be answered in response to any proposal for additional reporting requirements are how useful is the information and how necessary is it for fulfilling Federal responsibilities?

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[6] See *Federal Register*, vol. 51, no. 9, January 14, 1986, "Job Training Partnership Act: Semiannual Report for Titles II-A and III Programs and Statewide Summer Characteristics Report," pp. 1569-1586; vol. 51., no. 88, May 7, 1986, "Job Training Partnership Act: Semiannual Status Report for Titles II-A and III Programs, and Title II-B Summer Performance Report," pp. 16910-16919; and vol. 51, no. 117, June 18, 1986, "Job Training Partnership Act: Annual Status Report for Titles II-A and III Programs," pp. 22149-22158.

A particular issue that has arisen with regard to the specificity of definitions concerns placements. The GAO report noted above observed that the lack of specificity means that crucial program information "cannot be reliably interpreted or compared across states and SDA's." Critics of JTPA have made use of this fact to declare the ineffectiveness of the program. Neither the Act nor the DOL regulations define "placement," although an operational definition of "entered unsubsidized employment," which is often used interchangeably with "placement," is provided in the reporting instructions for the *JTPA Annual Status Report*. The JASR definition for entered unsubsidized employment is: ". . .participants who, at termination, entered full- or part-time unsubsidized employment through the end of the reporting period. Unsubsidized employment means employment not financed from funds provided under the Act and includes, for JTPA reporting purposes, entry into the Armed Forces, entry into employment in a registered apprenticeship program, and terminees who become self-employed."

Under this definition, full-time, part-time, and even temporary employment may be counted as a placement, and since the tally is made at the time of job entry, continuation on the job does not have to be taken into account. Despite the looseness of the Federal reporting definition, however, many States have clarified and usually expanded it to include such requirements as job retention for a specified period, verification of job placement, training-related placements, full-time jobs, and specified minimum wage levels. A study of Wisconsin and 17 other States, conducted by the Wisconsin Job Training Coordination Council in July 1986, found this kind of clarification common at the State level. The addition of similar requirements to performance-based contracts by SDA's was also noted. There is, however, a wide diversity in the specific requirements that have been added. Most of the responding States also agreed that expanding the definition of a placement should be a matter for local PIC/SDA discretion.[8]

Post-program followup of JTPA participants was also required by many States and SDA's prior to October 1986, when the Department of Labor began requiring all States to follow up JTPA adult, adult welfare, and dislocated worker (Title III) terminees at 13 weeks after they leave JTPA programs. The Department will use the information collected to define performance standards on three new performance measures for PY 88. Standards will be set for the percentage of those employed during the 13th week, earnings during the 13th week, and the number of weeks worked during the post-program period. When these standards are developed, there is a strong possibility that the current Adult Entered Employment (EER) standard may be dropped and replaced by a standard indicating the percentage of those employed at 13 weeks.[9]

In sum, the current reporting system reflects the decision to make JTPA a block grant under the authority of States. While some data must be transmitted to the national level to fulfill the Department of Labor's own reporting requirements to the Congress, the concept of New Federalism would keep this to a minimum and would give a maximum amount of discretion to States and localities in defining placement and other program outcomes. The dilemma that such a system creates is how to arrive at a satisfactory balance between State and local discretion and their accountability for the use of the Federal tax dollar. The current JTPA legislation emphasizes discretion over accountability in most cases, although criticism of the program and the lack of nationwide comprehensive outcome information may lead to the addition of more detailed, uniform reporting requirements in the future.

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[7] See U.S. General Accounting Office, *Job Training Partnership Act: Data Collection Efforts and Needs* (Washington, D.C.: U.S. Government Printing Office, March 1986), p. 19.

[8] Larry Dickerson and Jerry Gross, "JTPA Definitions of Placement/Entered Employment" (Madison, Wis.: DILHR-Division of Employment and Training Policy, July 1986).

[9] See U.S. Department of Labor, Employment and Training Administration, *Follow-up Technical Assistance Guide for Postprogram Data Collection Under the Job Training Partnership Act* (Washington, D.C.: DOL, June 1986).

III. State Oversight Responsibilities

A. The Governor's Role

1. Administrative Tasks

Under JTPA, the Governor of each State is responsible for most of the initial program administrative decisions and, therefore, has potentially a very powerful role in overseeing the administration of Title II-A programs.[10] At the outset, the Governor, with the advice of the State Job Training Coordinating Council, is called upon to divide the State into discrete service delivery areas, which thereafter plan and carry out all program activities. Additional responsibilities of the Governor outlined in the Act include:

- determining the State agency that will administer JTPA at the State level, including operating programs and services in single-SDA States;
- certifying the membership of local private industry councils and appointing the members of the State Job Training Coordinating Council;
- preparing an annual statement of JTPA goals and objectives to assist SDA's in planning their programs;
- reviewing and approving Title II-A job training plans developed by the SDA's before local implementation can proceed;
- allocating 78 percent of the State Title II-A allotment to service delivery areas within the State and administering the various setasides that constitute the remaining 22 percent of the State grant;
- preparing a Governor's coordination and special services plan describing the use of all program funds and establishing criteria for coordinating JTPA with activities of other State and local agencies that have an interest in employment and training;
- prescribing variations in national performance standards, based on local economic, geographic, and demographic factors;
- providing technical assistance to programs that do not meet performance standards;[11]
- establishing fiscal control and accounting procedures and arranging for independent audits of each SDA every 2 years;
- developing a State management information system and keeping records of SDA activities that indicate program performance; and, when necessary,
- imposing a reorganization plan on any SDA that does not meet the Act's performance standards for 2 consecutive years.

A review of the degree of success enjoyed by the various Governors and their staffs in carrying out the major State administrative assignments during the first 3 years of operation follows.

SDA Designation

Under the Act, the Governor is responsible for designating State service delivery areas, or SDA's, based upon the recommendations of the State Job Training Coordinating Council (SJTCC). SDA's must be comprised of one or more units of general local

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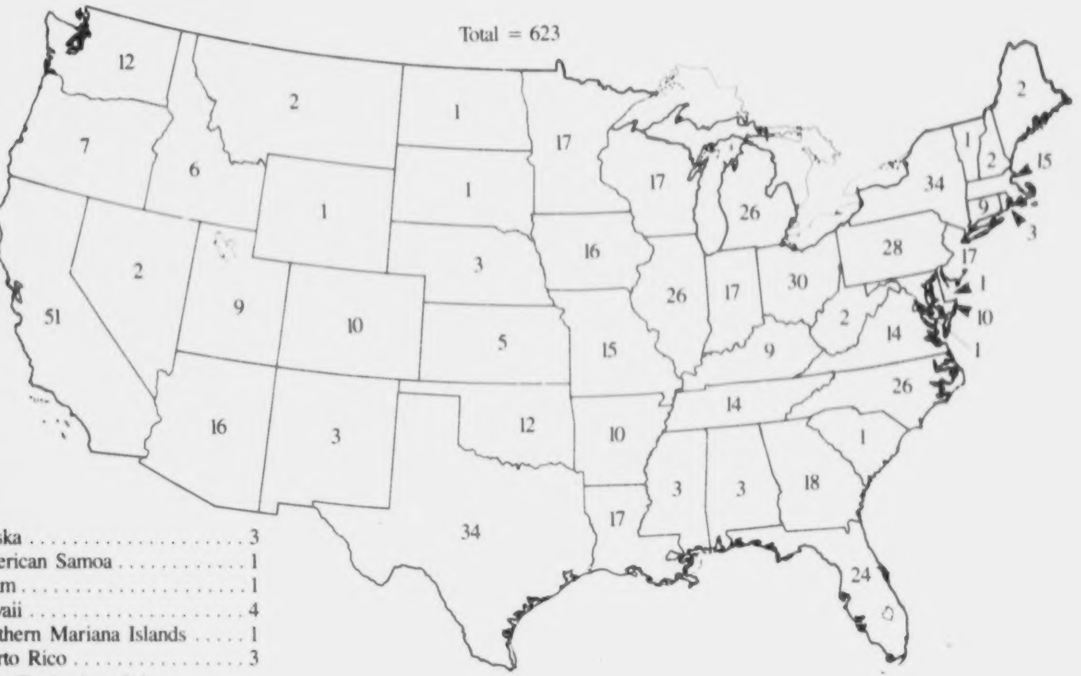
[10] The Act also assigns the Governor the responsibility for administering a major program of assistance for dislocated workers, but for the sake of organizational convenience, that discussion will be reserved for a separate following section.

[11] Amended in 1986 to include *any* SDA, regardless of performance.

Figure 6.

Number of Service Delivery Areas (SDA's), by State, July 1986



Alaska	3
American Samoa	1
Guam	1
Hawaii	4
Northern Mariana Islands	1
Puerto Rico	3
Trust Territories of the Pacific	6
Virgin Islands	1

Source: U.S. Department of Labor.

government, promote effective delivery of services, and be consistent with labor market areas or standard metropolitan statistical areas (SMSA's), and areas in which related services are provided under other State or Federal programs.

The Governor *must* approve any requests for designation from local governments with populations of 200,000 or more, or consortia of contiguous units of local government with an aggregate population of 200,000 or more that serve a substantial part of one or more labor market areas,[12] or any Concentrated Employment Program (CEP) grantee that operated under the Comprehensive Employment and Training Act (CETA).[13] The Governor *may* approve a request from any local government entity or consortium that serves a substantial portion of the labor market, even though it does not meet the population requirement of the Act. Adverse decisions may be appealed to the Secretary of Labor, who will decide the dispute within 30 days. Governors may also redesignate service delivery areas every 2 years.

With a few notable exceptions (e.g., Puerto Rico), the designation of service delivery areas within the States occurred on schedule during the transition year. However, most States in the samples devised for evaluations done for the Commission [hereafter cited as MDC/Grinker-Walker] and the Department of Labor [hereafter cited as Westat] indicated that the SDA selection process was more time-consuming than originally anticipated. A few States indicated some serious conflicts, and, in some cases, disputes over SDA boundaries resulted in delayed local programmatic planning during the transition phase.

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[12] Amended provision; prior to 1986 amendment, the law limited this to a single labor market area.

[13] The Concentrated Employment Program was authorized in 1967 by amendment to the Economic Opportunity Act (EOA) and continued under CETA in 1973 to serve disadvantaged youth and adults in concentrated pockets of unemployment in urban and rural areas. Several rural CEP's continue to operate and to receive separate funding under JTPA.

The process also resulted in more SDA's than the States had wanted to oversee and that national policymakers had originally anticipated. In PY 84 (the first full year of program operations), there were 596 SDA's nationwide. Many of the new SDA's were derived from old CETA balance-of-state (BOS) sponsors, which were usually rural and sparsely populated. In one northeastern State, for example, the CETA balance-of-state area included 30 counties, 23 of which formed 7 new SDA's under JTPA. Figure 6 illustrates the number of service delivery areas, by State, as of July 1, 1986.

The new SDA's formed in the process often required more technical assistance than SDA's with previous administrative and programmatic experience. States also had more difficulty providing the assistance because of the rural nature of many of these new service areas and related problems with transportation, which also increased costs. Problems arose within these new SDA's in setting up administrative entities and in determining where the private industry councils would be located because of the large areas covered. Many of the newly developed SDA's consequently had more problems in beginning their JTPA activities than did more experienced urban SDA's. The result of all of this was that the transition process took longer than anticipated in many States that had large numbers of new SDA's and the start-up process became more expensive as well.

Some observers feared that reconfiguration of SDA's would become a major administrative issue in PY 84 because of friction among jurisdictions in consortia, declining unemployment rates that cut down on allocations to some areas and thus prompted a desire to merge with another SDA, or Governors' changing preferences for service boundaries. However, while some reconfiguration did occur in this period (usually in response to voluntary requests), the overall result was less of a problem than anticipated. Among the possible reasons given for this was a reluctance by States to take on the political problems associated with reconfiguration and their willingness to use 6 percent funds or other resources to assist SDA's that were in danger of losing funds because of the effect of declining unemployment rates on the allocation formula.[14]

In general, with few exceptions, Governors were able to establish the boundaries of service delivery areas with only a minimum of difficulty, and the areas established at the outset appear to be relatively stable in most States, which has helped to make the process of program maturation proceed more smoothly than might have been expected. Whether reconfiguration becomes a problem in future program operations is a subject of speculation, but it appears that most service boundaries are for the immediate future relatively stable.

Appointing State Staff

Early evaluations of JTPA indicate that nearly all States took their new program responsibilities very seriously, but that Governors showed widely varying levels of interest and direct involvement in the process. Even those Governors who were interested tended to focus their attention on one or two major issues such as economic development or displaced workers, and only 20 States reported that their Governors sustained a personal involvement in JTPA beyond initial program implementation decisions, according to a special survey of first-year program experiences in all 50 States done for the Commission by MDC, Inc. Moreover, no more than a dozen of these officials were credited with having a significant impact on particular aspects of State JTPA policy and program emphasis.

In the States where Governors conceived of JTPA as an opportunity to reform the employment and training system

[14] MDC/Grinker-Walker, *Phase I: The Initial Transition* and Westat, Inc., *Implementation of the Job Training Partnership Act: Final Report* (November 1985) for the U.S. Department of Labor, Washington, D.C.

or to use its resources in concert with other program funds for a specific purpose such as economic development, the Governors tended to centralize job training administration within their own personal office or in a single cabinet department. In other States, where Governors were less encumbered with program implementation and/or employment-related policies, administrative responsibilities were typically delegated further down in the State hierarchy.[15]

In most States, direct involvement by the Governor appears to have diminished as the system has matured and Governors have come to rely more confidently on their own appointed administrators to handle JTPA activities. In one or two States where a potential scandal or political liability appeared, the Governors involved were usually quick to move JTPA responsibility away from their personal offices. In a few States, notably those where Title III programs were viewed as major sources of assistance for displaced workers from both factories and farms, the degree of gubernatorial involvement has often increased over time.[16]

Selecting SJTCC Members and Certifying Local PIC Membership

The Governor is required to select the members of the State Job Training Coordinating Council in a manner that reasonably represents the population of the State. The Act requires that a third of the members be from business and industry; at least 20 percent from the State legislature and State agencies; at least 20 percent from local government; and at least 20 percent from the general public, including representatives of the eligible population, organized labor, community-based organizations, and local education agencies. The chairperson must be a nongovernmental Council member (Sec. 122 (a)(3)).

Most Governors completed selection of the councils on schedule during the early months of 1983 and complied with the membership requirements of the legislation. Councils have tended to be large, averaging about 40 members, and usually, except for some of the public officials, members have had little previous experience with employment and training programs.[17]

Besides selecting State Council members, the Governor must also approve, or certify, the members of the local private industry councils, one of the few opportunities for the State to influence directly local policy direction. In a few cases (e.g., Wisconsin), Governors sent back the initial roster of PIC membership and requested changes, such as more representation from women and minorities. In most cases, however, State-level approval was received without difficulty.

Allocating Funds

The Act provides (Sec. 201 (b)) that Title II-A funds be distributed to the States by formula:

- **one-third** on the basis of the **relative number of unemployed residing in areas of substantial unemployment in each State** compared with the total number of unemployed in areas of substantial unemployment in all States;
- **one-third** on the basis of the **relative excess (over 4.5 percent) number of unemployed individuals who reside in each State** compared with the total excess number of unemployed individuals in all States; and
- **one-third** on the basis of the **relative number of economically disadvantaged within the State** compared with the total number of economically disadvantaged in all States.

To prevent severe fluctuations in State funding from year-to-year, JTPA also mandates a "hold-harmless" provision that prevents any State from receiving less than 90 percent of its allotment percentage for the prior fiscal year (Sec. 201 (b)(2)(B)).

After setting aside 22 percent of the State allocation for uses specified in the Act (Sec. 202 (b)), the Governor allocates the remaining 78 percent of the Title II-A funds to local service delivery areas based on the same three-part formula (one-third unemployed, one-third excess unemployment, and one-third economically disadvantaged) applied to all States (Sec. 202 (a)).

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[15] MDC, Inc., *Taking Charge: A Report on the States' First-Year Experiences Under JTPA* (Chapel Hill, N.C., January 1985), Appendix C of MDC/Grinker-Walker, *Phase II: Initial Implementation*, pp. 1-3; and Westat, *Final Report*, November 1985, pp. 2-2 and 2-3, 3-4, and 3-5.

[16] *Ibid.*

[17] *Ibid.*

On average, according to information collected by the National Alliance of Business for the program year that began July 1, 1984 (PY 84), SDA's received $2.5 million in Title II-A funds (plus $1.3 million for summer youth programs funded under Title II-B). Nevertheless, the range in funding was wide, from a low of just $42,000 to a high of $46 million, meaning that the largest Title II-A allocation was 1,100 times greater than the smallest Title II-A allocation. Ninety percent of the SDA's have less than $4.5 million in Title II-A funds, while half are allocated less than $1.7 million.[18]

Prior to the 1986 JTPA amendments, there was no hold-harmless provision for substate allocations, a situation that created critical problems for some local jurisdictions that experienced declining unemployment rates, with serious consequences to application of the funding formula. For example, in Program Year 1986, State allocations to SDA's produced funding swings ranging from a loss of 57.8 percent to a gain of 57.3 percent, following equally wide funding swings in PY 1985 that ranged from a loss of 73.2 percent to a gain of 141.0 percent.[19] These kinds of severe fluctuations were particularly difficult for many of the smaller SDA's that received $50,000 or less in a program year for all purposes—staffing, other administrative costs, programming, and services.

Congressional amendments to JTPA in the fall of 1986 have added a hold-harmless provision for substate allocations, designed to overcome these funding swings. The new provision bases each SDA's minimum allocation on its average share of funds received during the previous 2 fiscal years, rather than the prior year, as is now provided to the States. What will be the consequences of the 2-year average for calculating the annual allotment, whether it will work more efficiently than the provision now operative for States, remains to be determined.

2. Program Responsibilities

Planning Guidance and Technical Assistance

The Act requires each State to prepare annually a statement of goals and objectives and a set of criteria for the coordination of policies and activities of various public agencies to assist and guide the SDA's in their local planning.

During the transition period, there were complaints by SDA's that the States were late in issuing planning guidelines and that there was little communication between State and local staffs throughout the planning process. Many of the States did, however, begin to hold workshops and training sessions during this period on administrative procedures such as management information and fiscal accounting systems and methods for transferring program funds to the local level. Programmatic models and operating techniques were not included in most of this early training. In general, most urban areas, experienced in program administration, required and were given less technical assistance than those newly designated SDA's that had not previously operated employment and training programs.[20]

Many States have subsequently added staff and developed State-sponsored training institutes to provide the technical assistance that is required for local service delivery areas. Outside consultants, including representatives from national public interest groups, have also been hired to conduct training on specific issues. As expertise has grown, States have become better equipped to offer planning guidance and technical assistance. Most SDA's reporting in the later phases of the JTPA assessment conducted for the Commission

[18] National Alliance of Business, *What's Happening with JTPA? A Complete Analysis of NAB's 1984 Survey Data* (Washington, D.C.: NAB, 1985), p. 6.

[19] See The National Job Training Partnership, Inc., "Funding Cuts, Shifts Hit Over 70 Percent of JTPA Service Delivery Areas, Partnership Survey Shows," *Washington Update Supplement*, No. 161, April 25, 1986.

[20] MDC/Grinker-Walker, *Phases I and II*; Westat, *Final Report*.

reported that the level and quality of technical assistance offered by the States had improved and that they had sought and received satisfactory assistance on specific issues. However, many States have argued that both the 5-percent setaside for administrative purposes and the 6-percent setaside for technical assistance purposes are insufficient for the need, and the latter must be balanced against its use for performance awards as well.[21]

Of even more concern, however, was the legislative restriction on the use of the 6-percent setaside for technical assistance. The Act previously limited the use of these funds to technical assistance for SDA's that did *not* qualify for incentive grants, meaning that those SDA's who showed signs of falling short but who had not yet failed were not eligible for remedial assistance until after they had fallen below standard. The pervasive view expressed over and over by members of the State Job Training Coordinating Councils and other State officials, who met with the Chairman of the Commission, was that the restrictive use of this setaside defeated its intended purpose.

In each of the regional meetings of SJTCC chairs, sponsored by the Commission in the summer and fall of 1986, the groups argued that the law should be changed to permit the use of the 6-percent setaside for preventive technical assistance to SDA's in danger of not meeting performance standards. The Commission supported this change, which was incorporated into both the House and the Senate bills for technical amendments to JTPA and in the final amendments enacted in October 1986.

Information and Fiscal Systems

Establishing a statewide management and fiscal information system was a priority for most States during the initial operational period of JTPA, beginning on October 1, 1983. Considerable staff time and financial resources (drawn from both the 5- and 6-percent setasides) were devoted to the effort, even though most States had had some prior experience collecting information for balance-of-state regions under the previous legislation.

Several States used their 6-percent setaside funds (which were not needed for performance incentive awards during this early phase of program operation) for the purchase of microcomputers and providing installation assistance and operator training to service delivery areas. Typically, States developed on-line systems through which raw information from each of the SDA's could be transmitted directly to the State JTPA offices for aggregation, storage, analysis, and reporting.

Although most States now have automated data collection systems in place, their efficiency and utility for program management is in many States open to question. In an evaluation conducted for the Department of Labor, for example, SDA's were critical of State performance in this area and had little respect for State-level expertise. Larger, urban areas usually established their own independent back-up systems for addressing program information needs. Rural areas, which frequently lacked the staff capability to develop their own systems, were often equally at a loss to make full use of the State management information system (MIS). Some of these SDA's required only the most basic program information, not enough to develop a full understanding of their progress in serving participant needs. In other areas, participant and financial data were maintained separately and were, therefore, difficult to aggregate for State purposes. In other States, not all SDA's were included in the MIS system.[22] Therefore, although most States have, in fact, taken their responsibilities for data collection very seriously, the quality of the information is not yet at a level that makes program evaluation and analysis on either a State or national basis very reliable.

Despite these problems, however, States have generally required more data than localities would like. The majority of SDA's represented in a study done for the Commission, for example, indicated that under State direction, reporting requirements and paperwork have become more burdensome than under prior programs, while access to that information has become more difficult. States have argued in response that extensive information is needed to carry out their oversight functions. They have predicted that both national and local policymakers will, over time, request more information and analysis than the Department of Labor is now requiring, and, since they cannot know in advance what kinds of information will be requested, they have opted to be as inclusive as possible. That defensive stance has, unfortunately, usually resulted in resentment by local staffs responsible for data collection, as well as processing errors that have greatly diminished the usefulness of the information itself.[23]

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[21] *Ibid.*

[22] Westat, *Final Report*, pp. 3-17 and 3-18.

The paucity of actual program information required at the national level (see the discussion on national reporting that follows) appears to have had an unintended influence on the development of State systems. In the Commission-funded JTPA assessment, it was reported, for example, that 5 of 15 sample States had "serious and continuing problems in establishing and operating a management information system that can provide useful and timely information to SDA's, as well as to the State itself." While such diversity of information-gathering is consistent with a block-grant, State-directed approach to programming, it does leave the system vulnerable to criticism about its overall success.[24]

One reporting issue that surfaced shortly after implementation concerns post-program followup. Since the JTPA legislation declares that increased employment and income and reduced welfare dependency are measures of program success, information about participants who complete the program, move into unsubsidized jobs, and leave the welfare rolls is necessary to develop those measurements. Several States already collect information of this kind, according to the MDC/Grinker-Walker study, but data requirements vary considerably and, consequently, cannot be aggregated into a national data base. Moreover, the same study indicates that the periods of time on which followup is based are generally not long enough to permit credible conclusions regarding welfare reduction benefit/cost ratios.[25]

The latest (1985) National Alliance of Business (NAB) survey of PIC chairs and SDA administrators, as well as the Commission's discussions with State and local officials, indicate overwhelming support for the implementation of post-program data collection and for performance standards based on that information.[26] NAB's survey indicates that only a small proportion of respondents thought such data and standards are unnecessary. Nevertheless, cost considerations and where the money would come from to pay for the necessary information gathering also surfaced during the interviews. Most respondents from the NAB survey and from the Commission's discussions with State and local officials said that the 6-percent funds or some other additional monies ought to be made available to SDA's for this purpose. The Commission supported this position, and amendments to JTPA enacted in 1986 provide that the use of 6-percent funds to develop post-program data collection systems will be allowable for up to 2 program years.

Monitoring and Evaluating

The more immediate concerns of program start-up claimed most State-level attention during the initial implementation phase of JTPA. There was little need to establish quickly monitoring and evaluation systems for programs that had not yet even begun. Nevertheless, most States had staff members already on board who had done field work in balance-of-state areas under the previous legislation. Reflecting the business orientation of the new program, some States changed the name of these staff people from "field representatives" to "account managers."

Formal evaluation studies were not anticipated, in part because of financial constraints, but some State officials indicated that they would be monitoring carefully coordination, private-sector involvement, and the provision of services for the hardest-to-employ by SDA's. Liability considerations were certainly a factor taken into account in setting up monitoring and evaluation procedures by State officials.

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[23] MDC/Grinker-Walker, *Final Report*, p. 63.

[24] *Ibid.*

[25] *Ibid.*

[26] NAB, *Is The Job Training Partnership Working? The 1985 NAB Survey of PIC Chairs And SDA Administrators* (Washington, D.C., July 1985), p. 62.

A special report by MDC, Inc., on States' first-year experiences under JTPA indicated some difficulty by about two-fifths (19) of the States in establishing monitoring and evaluation systems.[27] Although this function will become more important as the system continues to mature and as performance standards are applied more routinely, concerns for funding of this function, given limited resources under the State's 5-percent administrative setaside, have already arisen.

Coordination

Evaluators have found that most States are in agreement with the legislators who drafted JTPA in considering coordination of JTPA services with those of other public agencies at the State and local levels to be a major policy goal of the Act. Reducing both duplication of effort and unnecessary expenditures of Federal social program dollars is usually cited as the major reason for this emphasis.

The Act promotes coordination by several means. First, it requires the Governor, through the State Job Training Coordinating Council, to prepare and submit to the Secretary of Labor an annual Governor's coordination and special services plan covering 2 program years. The plan establishes criteria for coordinating JTPA activities (including Title III for displaced workers) with the activities of other State and local employment and training and human resource programs. The States are responsible for evaluating SDA and Employment Service (ES) plans and activities to be certain that they meet these criteria. Further, the Act provides various funding setasides that can contribute to the development of coordination among State agencies, namely, 8 percent for education, 3 percent for older worker programs, and 6 percent for incentives and/or technical assistance.

Amendments to two other programs contained in the JTPA legislation are also designed to promote coordination. The Wagner-Peyser Amendments (Sec. 501) require coordination of Employment Service activities with JTPA at the local level. For the first time also, local ES plans must be developed jointly with the local PIC and chief elected official from the SDA and must be consistent with the Governor's coordination and special services plan. Additional amendments to Title IV of the Social Security Act require coordination of activities under the Work Incentive (WIN) Program for recipients of Aid to Families with Dependent Children (AFDC) with JTPA services provided by the service delivery area (Sec. 502).

Early evaluation reports indicated that State officials, who were concerned about launching the new program, placed a relatively low priority on innovative coordination activities, even though they supported the goal. With few exceptions, State coordination criteria originally were limited to requiring either written agreements between SDA's and public agencies or a description of SDA plans for promoting coordination. Cross-referral of clients, information sharing, and joint sign-offs on planning documents were the principle means of ensuring that coordination was being considered.[28]

A few States have, however, used JTPA as the focal point for the development of very strong coordinated human resource efforts. One State formulated a 5-year plan and established a special cabinet post for employment and training, which included five State commissioners, to work out the details of that commitment. Several other States also established cabinet-level committees or task forces to develop the Governor's coordination plan and to monitor within each State agency the implementation of coordination criteria.

Florida, which the Commission visited in 1985, proudly showed off its own State plan, which called for coordination between

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[27] MDC, *Taking Charge*, p. v, in MDC/Grinker-Walker, *Phase II*.

[28] For an excellent review of the literature on coordination, see Lawrence Neil Bailis, *Review Essay: Summary of the JTPA Research Literature Pertaining to SDA Activities and Coordination* (Washington, D.C.: NCEP, 1986). See also MDC/Grinker-Walker, *Phase II*, pp. 64-65.

ES, JTPA, economic development, and other agencies responsible for State resources, both human and capital. Florida requires local SDA plans to explain their efforts at coordination in practical terms without resorting to use of the word "coordination." It also decentralized the Employment Service and consolidated JTPA and ES offices at the local level. Finally, the State is working to establish a statewide program diverting welfare funds into on-the-job training (OJT) contracts to be written by the Employment Service with private industry.

Other States have also moved aggressively to further coordination. Linkages between welfare and employment and training systems have become increasingly common, with many combinations of coordination agreements at the State level, including verbal (the most typical) and written financial and non-financial arrangements, usually involving the exchange of program information and/or planning reviews.[29] In some cases, this effort has been reinforced by State legislation requiring, for example, social service districts to submit plans showing coordination with JTPA and modifying work rules for public assistance recipients enrolled in training under JTPA.[30] Setasides are another means of encouraging this kind of programmatic cooperation, as discussed below.

A few States have appropriated their own funds to supplement JTPA allocations. Massachusetts has combined Federal and State funds to promote a voluntary program of employment and training for AFDC recipients, named Employment and Training Choices (variously called "ET" or "Choices"), with about two-thirds of the total $30 million budget coming from the State. The Massachusetts Department of Public Welfare (DPW) also awards incentive funds to SDA's that serve three times the proportion of AFDC recipients residing in the area. In addition, $1.6 million in DPW funds were transferred to the State JTPA office during PY 84 to assure joint planning and to fund programs for AFDC recipients. The amount of funds increased to $4 million in PY 85. For PY 86, one-quarter of the funds will be spent on remedial activities, and the remainder for skills training. Like Massachusetts, the States of California, Florida, and New York have begun combining Federal and State resources as part of statewide efforts to reduce welfare rolls. Vermont and Pennsylvania appropriated funds to supplement JTPA allocations for specific populations, such as pregnant and parenting teens. Other States have emphasized economic development efforts.[31]

The amendments to the Wagner-Peyser Act contained in Title V of JTPA were designed to bring about closer ties with ES and JTPA administrators at all levels. The JTPA implementation literature supports the view that some progress is being made, although few States have elected to give ES a lead role in JTPA administration. One study found, for example, that State ES plans for PY 1985 differed very little from the plans produced for PY 1984 and continued to be largely "in-house" documents. The SJTCC played a very minor role in this planning process. According to this same study, only half the States had developed statewide ES performance standards for PY 85. Often, the history of relationships between the two agencies is the greatest predictor of the success of current efforts at coordination.[32]

Limited evidence makes assessment of coordination between JTPA and public education agencies at the State level difficult, although the few studies that are available indicate that it could be improved. Both JTPA and the Carl Perkins Vocational Education Act of 1984 require coordination, and the 8-percent setaside for JTPA Title II-A programs linking education and training was created as an additional incentive for the development of joint efforts (see the discussion below). In response to a mandate contained in Sec. 404 of the Carl Perkins Act, the National Center for Research in Vocational Education, in consultation with the National Commission for Employment Policy, prepared a study to determine the status of JTPA/vocational education linkage, with the first annual report due early in 1987. Preliminary findings from this study indicate that there is little joint planning, other than that required for administering the 8-percent setaside funds. The differences in the purposes and sources of funding for vocational education and JTPA are considered to be the major reason for this finding. In general, cross-representation on State Councils is the most visible form of collaboration between education agencies and JTPA administrators at the State level.[33]

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[29] Jose R. Figueroa, *Bridges to Self-Sufficiency: A Study of Work and Welfare Programs and Their Linkages with the Employment and Training System* (Washington, D.C.: National Governors' Association, July 1986), pp. 19-22.

[30] MDC/Grinker-Walker, *Phase II*, pp. 64-66.

[31] MDC/Grinker-Walker, *Final Report*, pp. 64-65.

[32] Bailis, *op. cit.*, pp. 5-7 through 5-14. See also Macro Systems, Inc., *Assessment of the Implementation and Effects of the JTPA Title V Wagner-Peyser Amendments, Phase II Final Report*, December 1985.

Similarly, despite early support given to the concept of linkages between JTPA and economic development, actual coordination has usually depended upon a particular Governor's strong support, the existence of viable economic development projects, and the availability of JTPA participants who are job ready and skilled. In the absence of any of these factors, the JTPA-economic development link is likely to remain more rhetorical than real, and, indeed, early studies uncovered either weak links or none at all between JTPA and State economic development efforts.[34] On the other hand, the final phase of the MDC/Grinker-Walker evaluation indicated a very strong and growing interest on the part of States in using JTPA to promote economic development. In total, two-thirds of the State sample defined this as a primary policy objective, often in tandem with dislocated worker programs under Title III. Several States use 8-percent funds in support of their economic development goals.[35]

In sum, the verdict on the extent of coordination between JTPA and other public agencies or programs at the State level is certainly not clear-cut. Some States and Governors have made this a central theme of their activity with regard to JTPA and have begun to make use of special State appropriations to leverage even greater programmatic impact. Others have merely followed the mandates of the legislation in a *pro forma* fashion. This is to be expected given the variations among all States under New Federalism. Nevertheless, coordination is something that can be achieved on a number of levels, as the successes of more aggressive States indicate. As the system continues to mature and as more national attention is turned to such issues as welfare reform and other important issues, it is to be expected that more emphasis will be placed on achieving this goal.

Programming

If the State has a potentially powerful role in overseeing the administration of Title II-A, it has less discretion regarding programmatic choices—who will be served and what services will be offered at the local level. The Act is very clear about the authority of local private industry councils and local elected officials in the selection of eligible participants, services, and service providers. In addition, during the transition period, Governors were often reluctant to impose their views on elected officials from large urban areas, who had had more experience in operating programs under previous legislation.

The only potential impact on local programming that the Governor possesses under the legislation is in the prescription of how various setasides are used (e.g., 3-percent funds for older workers) and in the kinds of regulatory issuances that it provides to local areas. At least in the early stages of implementation, most program evaluators found that little attention was given to the use of setasides as a tactic for influencing local program services. In general, the Governor and State administrators focused on the very real difficulties of establishing a new system of service delivery for JTPA participants. In PY 84, a number of States were reported by evaluators to be increasingly involved in program content as well as procedure.[36]

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[33] See The National Center for Research in Vocational Education, *Vocational Education-Job Training Partnership Act Coordination: First Annual Report* (Columbus, Ohio: NCRVE, 1987). See also Bailis, *op. cit.*, pp. 28-29.

[34] *Ibid.*, pp. 5-19 through 5-21; Westat, Inc., *Transition Year Implementation of the Job Training Partnership Act* (Rockville, Md.: Westat, Inc., January 1985), pp. 5-11 through 5-13.

[35] MDC/Grinker-Walker, *Final Report*, p. 66.

[36] MDC/Grinker-Walker, *Phase II: Initial Implementation* and *Phase III: Final Report* (July 1986).

Administering Setasides

Setasides for specific programs and purposes can provide a means of encouraging further coordination at the State level, and they also offer some means of influencing program offerings at the SDA level. In one State, for example, the State Council has considered issuing a single set of requirements for setasides that will work toward public agency coordination, and, in another State, there are plans to use all of the setasides (22 percent of the total II–A allocation) for programs that support economic development.[37] Most States, however, deal with each setaside individually, as follows:

Eight-percent setaside: Coordination is an explicit goal of the 8-percent setaside of each State's JTPA allocation. These funds are meant to provide financial assistance to State educational agencies that will offer services to eligible participants "through cooperative agreements" between State and local education agencies and SDA's, and "to facilitate coordination of education and training services" through these agreements. As a further incentive for cooperation, the setaside funds require an equal match from State or local education agencies.

A few States are using the 8-percent setaside to influence youth programming. For example, one Northeastern State uses a portion of its setaside, distributed through a statewide competition, for model youth programs. A State in the Northwest uses half of its 8-percent funds for youthful offenders and those with limited proficiency in English. Another Western State has established computer-assisted literacy centers in areas of the State that were not meeting their goals for serving dropouts and also provided training for local staff.

Nevertheless, studies indicate that most States distribute their 8-percent funds to the SDA's by formula or allow State educational or vocational education departments to administer the funds. When the money is provided directly to State agencies, there have been reports that coordination sometimes becomes less of a priority, particularly in States in which education is autonomous and the top official is elected independently of the Governor. Local education agencies and community colleges or proprietary schools are primary delivery agents at the local level, although some community-based organizations, vocational-technical institutes, and corrections agencies also receive funds.[38]

During PY 84, some States began to use the 8-percent setaside for economic development activities. One State created an emergency fund to enable the Governor to respond to major plant closings; another used the 8-percent monies to train small businesses in Federal procurement requirements so that they could compete successfully for government contracts and thus create new jobs.[39] While these efforts were modest in size, they are reflective of a growing number of innovative approaches for the use of these funds.

Six-percent setaside: Six percent of the Title II–A State allocation is set aside for Governors "to provide incentive grants for programs exceeding performance standards, including incentives for serving hard-to-serve individuals," or for technical assistance to SDA's.

A few States have used some of these funds to further agency cooperation. One added coordination with economic development efforts and employment security offices to the categories for which incentive awards would be granted. Another used the funds to support a "partnership office," which provides technical assistance to help package programs between public agencies, PIC's, and the private sector.

Most of the 6-percent funds are being used, however, for the provision of technical assistance to SDA's and performance awards, as outlined in the Act. Given the strong claim on available funds for these purposes and for the development of post-program followup information systems now permitted under the Act, it is unlikely that they will be used extensively for coordination efforts in the near future.[40]

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[37] MDC/Grinker-Walker, *Phase II*, pp. 64-66.

[38] *Ibid.*, pp. 67-68; MDC, *Taking Charge*, p. 13 in *ibid.*; and Bailis, *Review Essay*, p. 26.

[39] MDC/Grinker-Walker, *Final Report*, p. 66.

[40] *Ibid.*, p. 65, and MDC/Grinker-Walker, *Phase II*, pp. 68-69.

Three-percent setaside: Three percent of the State Title II-A allocation is reserved for employment and training services to older workers developed in conjunction with SDA plans. Funds are distributed to local areas through a variety of methods, including requests for proposals (RFP's), by formula (regular Title II-A, needs-based, or other), or a combination of methods. About three-fourths of the States responding to a recent National Governors' Association (NGA) survey said that they administered 3-percent funds through the same State employment and training unit responsible for the basic Title II-A program, although about one-fifth of the States delegated responsibility for administering the program to State Units on Aging.[41]

Early on in the JTPA implementation process, there appeared to be little interest in how the 3-percent funds were used. Many JTPA offices had no specific staff person(s) designated to oversee the use of these funds and no system for documenting how they were expended.[42] Interest has grown during the most recent program operating periods, however. Certainly, a technical assistance guide prepared for and distributed by the Commission has become a "best-seller."

Nevertheless, in discussions around the country with members of the State Job Training Coordinating Councils, it still appears that the 3-percent monies are given little priority in many States, and that, in fact, they are often not looked upon as an integral part of the JTPA program, but rather as an extra "pot" of money that might be useful to State Councils on Aging or other established advocacy groups.

Several State SJTCC representatives reported difficulty in spending all of the 3-percent funds. Reasons varied but ranged from non-interest on the part of State agencies and SDA's to an unwillingness of eligible older workers to become involved in an employment program when most of their needs were being taken care of by other social services.[43] Difficulty in recruiting individuals who meet the program's income eligibility criteria was also cited by program administrators, who responded to the NGA survey. In response, these administrators have begun to exclude social security benefits as income for purposes of eligibility determination or to consider older individuals "a family of one" in making the determination so that the income of other family members is excluded from the calculation.[44]

In sum, it would appear that the 3-percent funds have so far not encouraged a great deal of coordination and have not been very effective in bringing older workers into the JTPA program. More needs to be accomplished by State and local administrators before these problems are overcome.

Wagner-Peyser 10-percent setaside: Amendments to the Wagner-Peyser Act, contained in JTPA, call for 10 percent of each State's allocation for employment service activities to be used for performance incentives for local public employment service offices and programs; services for groups with special needs, carried out through agreements between local ES offices and local partnerships (PIC's and local elected officials) or other public or private nonprofit organizations; and exemplary program models.

Co-location of ES and JTPA offices is a typical use for 10-percent funds in several States. A few States used the funds to establish performance awards for ES offices that emphasized services to specific client groups, such as AFDC recipients, minorities, and dislocated workers, or that worked to bring ES priorities closer to those of JTPA.[45] In a special study of State activities during the first year of operations, several reported that ES service boundaries had been made coterminous with JTPA service delivery areas. Joint review of local program plans was also noted in some areas, although other evaluations found little substantive input into ES planning by either the PIC or SDA staff during this early stage.[46] A more recent survey by the National Alliance of Business has indicated that over half the PIC chairs reported close involvement with the employment service in developing ES plans before submission to the full PIC for review and approval.[47]

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[41] Fernando L. Alegria, Jr., and Jose R. Figueroa, *Study of the JTPA Eight Percent Education Coordination and Grants Set-Aside and the Three Percent Set-Aside Training Program for Older Individuals* (Washington, D.C.: National Governors' Association, March 1986), pp. 6-10.

[42] MDC/Grinker-Walker, *Phase II*, p. 69.

[43] Unpublished notes from NCEP-sponsored SJTCC meetings, Summer and Fall 1986.

[44] Alegria and Figueroa, *Three Percent Set-Aside*, pp. 10-20. A proposed amendment that would have broadened the eligibility requirement to include individuals with incomes below 125 percent of the lower living standard income level, thus effectively increasing the pool of eligibles, was not enacted by the Congress. The Commission opposed the amendment.

[45] MDC/Grinker-Walker, *Phase II*, p. 67.

While the amount of collaboration in local planning is encouraging, some States only saw the 10-percent funds as a convenient method of counteracting reductions in the basic funding for ES activities.[48] In a few States, there was an effort by the Employment Service to become the presumptive deliverer of employment services under JTPA, but this was usually not successful.

In sum, the State use of setasides to promote coordination has been relatively modest in application and outcome. State JTPA staff directors responding to evaluators frequently expressed the view that use of these setasides for purposes of coordination would increase over time, but earlier results and the fact that staff have not been assigned to concentrate on that task make it less likely that increased coordination will be the outcome.

Prescribing Variations in National Performance Standards

The Act permits the Governor of each State to "prescribe, within parameters established by the Secretary," variations in national performance standards, "based upon specific economic, geographic, and demographic factors in the State and in service delivery areas within the State, the characteristics of the population to be served, and the type of services to be provided." Seven measures and standards were developed by the Secretary of Labor, four for adults and three for youth. (For a more detailed discussion of these standards, see the section following.)

During the transition year (during which States were not held accountable for performance), most States adopted all seven of the measures developed by the Secretary of Labor. In PY 84 and in subsequent years, States have also adopted the seven measures, but a majority also take advantage of a regression formula supplied by the Department of Labor to modify the standards according to local conditions. A few States also add extra measures that focus on equity of service to significant segments of the client population (as defined in the legislation), fair use of standards (expenditure requirements), and long-term outcomes (job retention, net impacts, and job placement in new or exanding industries).[49]

States vary considerably in their ability to understand the derivation of standards and to vary them according to either the DOL adjustment model or their own individualized State adjustment methodology. In June 1986, the Department of Labor issued a technical assistance guide for setting JTPA performance standards for Program Year 1986, which, for the first time, suggested specific adjustments for factors not included in the DOL model, as well as guidance in setting goals for performance-based contracts. Figure 7 illustrates one of the worksheets provided to the States for use in recalculating a PY 86 JTPA entered-employment-rate performance measure. Figure 8 illustrates a sample calculation for the same variable.

Some States use the national standards as published in the *Federal Register*, because they simply lack the technical ability to modify standards or, in some cases, because they believe that their programs will, in fact, be judged sooner or later on the basis of these national standards. Some also have noted that uniform standards for all service delivery areas in their State are easier to enforce and to defend politically than standards that vary by SDA.[50] In a few States, staff persons at either the State or local level have erroneously informed administrators and/or PIC members that standards cannot be varied or that the

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[46] MDC, *Taking Charge*, pp. 12-13, in *ibid.*

[47] NAB, *1985 Survey*, p. 34, and Bailis, *Review Essay*, p. 27.

[48] *Ibid.*, p. 13.

[49] Westat, *Final Report*, pp. 8-4 to 8-7.

[50] *Ibid.*, p. 8-11.

Figure 7.

Sample Worksheet for Calculation of PY 1986 Performance Standards for JTPA Title II-A

PY 86 JTPA Performance Standards Worksheet			A. Service Delivery Area's Name	B. SDA Number
C. Performance Period PY 86	D. Type of Standard ☐ Plan ☐ Recalculated	Date Calculated ________	E. Performance Measure Entered Employment Rate (Adult)	

F. Local Factors	G. SDA Factor Values	H. National Averages	I. Difference (G Minus H)	J. Weights	K. Effect of Local Factors on Performance Expectations, (I Times J)
1. % Female		52.8		−.063	
2. % 55 years old and over		2.9		−.079	
3. % Black		23.8		−.073	
4. % Hispanic		7.9		−.022	
5. % Alaskan Native/American Indian		1.3		−.010	
6. % Asian/Pacific Islander		2.4		−.008	
7. % Dropout		25.0		−.172	
8. % Handicapped		9.1		−.128	
9. % UC Claimant		10.9		.014	
10. % Welfare Recipient		29.8		−.252	
11. Average Wage for Area ($1,000s)		16.9		−.653	
12. Unemployment Rate		8.0		−.717	
13. % Families below poverty level		9.4		−.223	
14. Population density (1,000s/sq.m.)		0.6		.827	
		L. Total			
		M. NATIONAL DEPARTURE POINT			+62.4
		N. Model-Adjusted Performance Level (L + M)			
		O. Governor's Adjustment			
		P. SDA Performance Standard			

Source: U.S. Department of Labor, Employment and Training Administration, Office of Strategic Planning and Policy Development, *Guide For Setting JTPA Title II-A Performance Standards For PY 1986*, Appendix A, June 1986.

Figure 8.

Sample of Performance Standard Calculation for PY 1986

PY 86 JTPA Performance Standards Worksheet			A. Service Delivery Area's Name	B. SDA Number
C. Performance Period PY 86	D. Type of Standard ☐ Plan ☐ Recalculated	Date Calculated ____________	E. Performance Measure Entered Employment Rate (Adult)	

F. Local Factors	G. SDA Factor Values	H. National Averages	I. Difference (G Minus H)	J. Weights	K. Effect of Local Factors on Performance Expectations, (I Times J)
1. % Female	59.0	52.8	6.2	−.063	− .39
2. % 55 years old and over	1.0	2.9	− 1.9	−.079	.15
3. % Black	45.5	23.8	21.7	−.073	−1.58
4. % Hispanic	15.0	7.9	7.1	−.022	− .16
5. % Alaskan Native/American Indian	1.0	1.3	− .3	−.010	.003
6. % Asian/Pacific Islander	5.1	2.4	2.7	−.008	− .02
7. % Dropout	30.2	25.0	5.2	−.172	− .89
8. % Handicapped	11.4	9.1	2.3	−.128	− .29
9. % UC Claimant	11.1	10.9	.2	.014	.003
10. % Welfare Recipient	42.0	29.8	12.2	−.252	−3.07
11. Average Wage for Area ($1,000s)	18.2	16.9	1.3	−.653	− .85
12. Unemployment Rate	9.0	8.0	1.0	−.717	− .72
13. % Families below poverty level	6.2	9.4	− 3.2	−.223	.71
14. Population density (1,000s/sq.m.)	7.0	0.6	6.4	.827	5.29

L. Total	− 1.8
M. NATIONAL DEPARTURE POINT	+62.4
N. Model-Adjusted Performance Level (L + M)	60.6
O. Governor's Adjustment	To be determined
P. SDA Performance Standard	

Source: National Association of Counties, National Governors' Association, and National Association of Private Industry Councils, *Beyond the Model: An Approach to Negotiating JTPA Performance Standards*, (Washington, D.C.: February 1986), p. 20.

process is too difficult to bother with. In other cases, staff may suggest variations, but State administrators or PIC members prefer to keep the nationally established standards.

Despite these concerns, in PY 84, when the Westat study was done, the majority of States used the DOL regression model to adjust national standards. Most allowed for no further variations, although some did permit quarterly or end-of-year negotiations with SDA's to allow for unfavorable local circumstances.[51] In PY 1986, the majority of States continued to use "the model," as it is called. It appears clear, however, that the knowledge of adjustment procedures is not uniform throughout the country, and that additional DOL technical assistance in this area could be of benefit to many States, particularly the smaller ones that may lack the technical expertise to manipulate the standards in a reasonable fashion. While the choice of varying or not varying standards is one that belongs to individual States and SDA's, the ability to make the adjustments and an understanding of why the adjustments may or may not be necessary is not now uniform throughout the country.

3. Start-up Progress

The role of the States in monitoring the progress of JTPA implementation and establishing the basic framework of the service delivery system was an enormous change from any previous employment and training legislation. Under the concept of New Federalism, as expressed through the block grant, States were now in charge of a multi-billion dollar program with responsibilities that they had never before experienced. Moreover, in accordance with the Department of Labor's own policy of minimal intervention, they were almost completely on their own in working through the problems of initial program implementation.

In terms of the responsibilities assigned to the Governor in the Act, most States managed the start-up process with remarkable aptitude. State JTPA offices were established, their proximity to the Governor indicating in many cases the degree of importance attached to the program; SJTCC members were appointed and local PIC membership rosters approved or sent back for revision; statements of JTPA goals and objectives were prepared and local job training plans reviewed; the Governor's coordination and special services plans were written; program funds were distributed by formula and State setasides utilized; systems for fiscal and program accountability were set in place; program standards were adopted or modified according to local conditions; and, where indicated, technical assistance was provided to SDA's. Administratively, the transition and first year of program operations went relatively smoothly and remarkably on schedule, given the enormity of the task.

Programmatically, the Governors had far less impact during the initial phases of operation. Despite the availability of various setasides that could influence local program choices, there was little generalized use of these funds for that purpose by many States, at least at the outset. Most States did attempt to facilitate coordination at the State level (and to some degree at the local level), but this, too, was not a uniform proposition nationwide, varying considerably in both the intensity of the effort and its effectiveness. Coordination of State agencies and human service and economic development programs remains one of the unmet goals of JTPA, although progress in many States has been noted and can be expected to continue as the system matures.

One hopeful sign is the development of several State programs for welfare recipients, which combine State and Federal resources and involve both training and welfare program administrators. Similar comprehensive efforts directed toward fulfilling State economic development agendas have also been noted. In these and smaller programs for special segments of the population are the seeds for the beginning of State employment policies that will encompass many sources of funds and many separate programs for particular client groups.

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[51] *Ibid.*, p. 8-12.

Most hopeful of all, perhaps, are the statements of employment policy that several States have developed, using JTPA as a focal point for a comprehensive State plan of action in the area of employment and economic development. While JTPA is relatively new, with only a 3-year track record, there are signs that a mature program can act as a catalyst for very important employment-related activities at the State and local levels.

In general, States, though somewhat slow in taking charge, have shown remarkable progress in fulfilling the role assigned to them under the New Federalism/block grant concept.

B. The State Job Training Coordinating Council Role

State Councils, or SJTCC's, are appointed by the Governor and generally play an advisory role in the development of State and local policies and programs. Representation of various segments of the population (one-third business and industry, plus at least 20 percent State legislators and State agency personnel, 20 percent representatives of local governments, and 20 percent representatives of the broader community, education, and labor) is prescribed by law. However, the actual size may vary and, in fact, does so from relatively small numbers of 15 to 25 up to 50 or more persons. Councils meet periodically (usually monthly, bi-monthly, or quarterly) as a group, and many have subcommittees or task forces that meet more often on specific program or policy issues. They may hire their own staffs, which, like the Councils themselves, tend to vary in size, starting from only one-half of a person-year in Alaska to 25 or more individuals. To ensure objectivity, councils may not operate programs or provide services directly to participants, and their plans and decisions are subject to the approval of the Governor.

Like the Governor, SJTCC's have specific responsibilities spelled out in the Act (Sec. 122). They are required to:

- recommend the Governor's coordination and special services plan;
- recommend to the Governor substate service delivery areas, plan resource allocations not required to be formula-funded, provide management guidance and review for all programs in the State, develop appropriate linkages with other programs, coordinate activities with the PIC's, develop the Governor's coordination and special services plan, and recommend variations in performance standards;
- advise the Governor and local entities on job training plans and certify the consistency of these plans with criteria contained in the Governor's coordination and special services plan;
- review the operation of programs in each SDA and the availability, responsiveness, and adequacy of State services, and make recommendations to the Governor and other State and local officials and the general public for improving the effectiveness of JTPA programs;
- review and comment on the State plan for the State ES agency;
- make an annual report to the Governor and issue any other studies or reports that it believes are necessary;
- identify, in coordination with appropriate State agencies, the employment and training and vocational education needs throughout the State and assess how well Federal, State, and local programs represent a consistent, integrated, and coordinated approach to meeting these needs;
- comment at least once annually on the reports required under the Vocational Education Act of 1963, as amended; and
- review plans of all State agencies providing employment, training, and related services, and provide comments and recommendations to the Governor, the State legislature, the State agencies, and the appropriate Federal agencies on the relevancy and effectiveness of employment and training and related service delivery systems in the State.

In addition, the Governor may, to the extent permitted by law, transfer other functions to the Council that are related to employment and training from any other advisory or coordinating committee established for the WIN program under Title IV of the Social Security Act or the public employment service under the Wagner-Peyser Act.

Not surprisingly, during the initial period of implementation, evaluators found State Councils to be very dependent upon State administrative staff for guidance in the use of setasides, allocation policies, performance standards, SDA service delivery plans, and other pressing matters of program start-up. As the program has matured, however, State Councils have taken increasingly strong positions with regard to policy matters and program oversight. Many have established executive and other special committees that focus their attention on particular topics such as planning and coordination, monitoring and evaluation, customized training and economic development, private sector initiatives, legislative affairs, marketing, and special programs. Work groups or task forces have also been established to consider displaced farmers, youth unemployment, welfare program linkages, labor market information, and other urgent concerns that require special attention. Several State Councils have, in fact, put into place "rapid response teams," which can move very quickly into communities threatened with or already experiencing plant closings in order to galvanize the activities of social service and training agencies and assist workers on the spot.[52]

There was in the beginning of the program some serious concern about the long-term commitment of Council members, particularly private sector representatives who lacked the program experience and understanding of public sector members. Over half the States in one national evaluation reported high turnover and poor attendance among Council members during the transition year (TY 84), but these problems disappeared during the first full program year (PY 84). Thereafter, a normal rate of turnover resulted for such reasons as job changes, health problems, and pursuit of other personal interests.[53]

Particularly noteworthy was the growth in private-sector interest and participation, usually reflective of the Governor's commitment to a strong private-sector role in JTPA and the willingness of public-sector members to allow it to take responsibility for program activities. In States where growth in interest did not occur on the part of private-sector members, evaluators found that it signified a general lack of interest in JTPA on the part of Governors and public-sector members alike.[54]

In some cases, the emergence of associations for SDA directors and PIC's resulted in their representation on the Council or particular subcommittees. Evaluators noted that this frequently resulted in less strife between SDA's, PIC's, State Council members, and the administrative staff, since major decisions could be worked out in a neutral forum. In some cases, however, SDA's, PIC's, and the State Council have used this opportunity to form an alliance in opposition to the State administrative staff on particular issues, a situation that has led to more friction rather than less.[55]

As their name implies, the SJTCC's have played a key role in promoting coordination of State employment and training programs with education, public assistance, and economic development efforts. Many State Councils have adopted resolutions and/or requirements that SDA's make use of State ES services and educational institutions, especially vocational schools and community colleges. In one State, the Council established a special task force to search out instances where State agencies were duplicating job training services and found 34 overlapping training programs.[56] In several States, particularly as the Council grows more experienced, SJTCC's are venturing into the policymaking and oversight arenas with some force. State legislatures and the Governors have been instrumental in encouraging stronger Councils to take the lead on tasks of this kind.[57]

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[52] Westat, *Final Report*, pp. 2-4 and 2-5; information obtained from NCEP-sponsored regional meetings of SJTCC chairs, August and October 1986. Note that the MDC/Grinker-Walker *Phase II* report (p. 62) indicated that Councils did have a "significant input in the initial planning phases of JTPA," including the recommendation of some specific policies and the establishment of performance standards. However, the report also notes that "These policy initiatives reflected the input of the state councils as a whole. The input of its *business representatives* [italics added] on specific issues was more limited."

[53] Westat, *Final Report*, p. 2-6.

[54] *Ibid.*, pp. 2-7 and 2-8.

[55] *Ibid.*, p. 2-9.

[56] *Ibid.*, p. 2-10.

In four regional meetings with SJTCC chairs from nearly every State, the Commission found considerable evidence that Councils were thriving and that they had taken a strong leadership position in many States. Most had functioning committee systems, usually with an executive committee to identify pressing issues and report to the Council as a whole on their status. Ad hoc task forces had also been established in several States to deal with special problems identified by the Council.

Most Councils had also gone beyond immediate administrative issues to policy questions, some of which emanated from regional concerns and others that were common no matter what geographical area was represented. As examples of regionally tied issues, concerns about dislocated farmers and how to both bring them into the employment and training system and provide useful services when they got there were common to Midwestern States, while questions about how to serve large rural areas without much hope of economic development and problems associated with illiteracy headed the list for both Southern and Western States. In the Northeast, State Council chairs were most concerned about dislocated workers from older manufacturing industries and program marketing for both employers and eligibles.

Pervasive concerns common to all regions centered around the desire to use 6-percent funds for preventive technical assistance, the problem of how to fund the newly required post-program followup without the use of 6-percent monies, difficulties in spending the 3-percent setaside for older workers, concerns about the loss of many community-based organizations because of the disappearance of Federal funding, and worries about the possibility that Federal regulations would become too restrictive, all surfaced during the meetings. A few States were also concerned with the underlying philosophy of the program and whether or not remedial education in basic skills was the proper role of employment and training programs—a question related to the issue of "creaming." (See the discussion on participants that follows.)

With regard to the usefulness of Council staffs, some chairs felt that experience with pre-JTPA programs was helpful because of the knowledge gained in administering training activities; others felt that the experience was detrimental because of the public service employment "mind-set" that had resulted. Many of the State chairs indicated a desire to make their concerns and recommendations for program and/or policy modifications known to the U.S. Department of Labor and Congressional representatives and their staffs. As a vehicle to bring this about, a number of States expressed the wish to develop a professional association of SJTCC chairs that could speak with one voice, much as the National Association of PIC's and other public interest groups do now.[58]

In sum, most State Councils have gone far beyond the early administrative concerns that prevailed during JPTA's initial start-up period. While all Councils may not exercise the same "clout" as other parts of the JTPA system at the State or local levels, most have become far more sophisticated and knowledgeable about programmatic and policy issues and are taking on new responsibilities with each passing year. Although turnover among the private-sector volunteers has sometimes been a problem, there is far less of that evident now than in the past, and many volunteer members from the private sector, as well as the public, are putting in long hours on ad hoc committees and task forces. On particular issues, the State Councils have sometimes joined with associations of local SDA directors and PIC's against their administrative staffs; in other cases, the Councils rely very heavily on their staff's advice and guidance, thus reflecting the variations inherent in a State-directed system.

Councils meet regularly, as do subcommittees and task forces. As reflected in the discussion of State Council chairs at regional meetings sponsored by the Commission in the summer and fall of 1986, most also have definite viewpoints about how to improve the JTPA system and what problems need to be addressed. In general, then, while not all State Councils exercise the same level of influence at the State level as do private industry councils in most local areas, they are beginning to take on greater importance both programmatically and in terms of policy decisions.

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[57] *Ibid.*, pp. 2-10 and 2-11.

[58] Discussions from four regional meetings of SJTCC chairs held in Salt Lake City, Kansas City, Nashville, and Portland, Maine, during August and October, 1986, sponsored by the National Commission for Employment Policy.

C. State Administrative Staff Support

The State administrative staffs are, of necessity, involved in both organizational and programmatic activities, including sometimes the direction of single SDA's, which encompass an entire State (e.g., Delaware, North and South Dakota, South Carolina, Vermont, and Wyoming). Since many of these State-level staff people had had responsibilities under pre-JTPA programs, there was a natural tendency to rely on their expertise during the initial transition to JTPA. Frequently the staff was also called upon to educate local SDA staffs and PIC members, State Council members, and other State agency personnel about JTPA and, in particular, how to design management information and fiscal accounting systems.[59]

In some States, this dominant early role, which was expanded even more by the increased authority and resources that JTPA conferred on States in general, sometimes led to friction; in others, it was welcomed and continues to contribute to a cooperative State-level effort in administering JTPA. Evaluators also noted a general improvement in cooperation among State Councils, SDA's, PIC's, and State JTPA staffs during PY 84, as the various actors became more comfortable with their assigned roles and functions. There was, however, some concern expressed that this spirit of cooperation might be strained in PY 85, as the State JTPA staff began the monitoring and evaluation processes required under the Act.

An indication of this kind of problem arose in some States in PY 84, when State vocational education plans were reviewed in conjunction with JTPA coordination plans. In one State, for example, deficiencies in services to economically disadvantaged persons, high costs, and lack of responsiveness to private sector employment needs were pointed out, leading to some tensions between JTPA and vocational education planners. Negative experiences in cooperative efforts that occurred in programs prior to JTPA sometimes affected the development of agreements under the current program, as well.[60]

In general, most State staff are sensitive to the political needs of the Governor that they serve and the liability that is now attached to that office and their own. With few changes in the gubernatorial ranks from 1983 to 1985, there was little turnover among these staff people, which contributed to the stability of program development in the first stages of implementation. Evaluators have also commented on the "sense of professionalism" that characterizes most of the State JTPA offices. The combination of professionalism, program knowledge, and political sensitivity has, for the most part, served JTPA well during this early developmental period.[61]

D. State Agency Assistance

1. The Employment Service

Because of the Wagner-Peyser Amendments contained in the Act and its prior experience under pre-JTPA programs, the State Employment Service had a logical role as a service provider under the new legislation. Governors showed themselves reluctant to house the new program within the State ES offices (only four States had done so by the beginning of PY 85), however. Their focus was rather on the need to coordinate JTPA and ES activities at all levels.[62]

Contributing to this effort were the Federal budget reductions for Wagner-Peyser programs, which made the 10-percent setaside for JTPA-linked programs very attractive to State and local ES administrators experiencing dwindling resources. However, the decision to use or not to use ES services was very often made on the grounds of the prior history of relationships between ES and employment and training programs. Some States reported a decrease in the use of employment services from the inception of the program until the end of PY 84, in part because funding cutbacks had brought about reductions in personnel and a more limited ability to provide services, and, in part, because JTPA administrators had grown more confident and looked to other service providers as a source of counseling and job search assistance. In a few States, also, the ES had proven to be an inefficient provider of services, with charges brought that they "saved" the best placements for themselves and referred only the least job-ready to JTPA contractors, who, under performance-based contracts, were reluctant to rely on these referrals for trainees.[63] At the State level, the most visible role for ES in the area of policymaking has been its representation on the State Job Training Coordinating Council.

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[59] Westat, *Final Report*, p. 2-11.

[60] *Ibid.*, pp. 2-11 to 2-13, and MDC/Grinker-Walker, *Phase I*, p. 26.

[61] *Ibid.*

[62] Westat, *Final Report*, p. 2-15.

2. Other State Agencies

Like the Employment Service, State agencies for education, social services, economic development, vocational rehabilitation, veterans, older workers, and other specific programs or groups, play a role in JTPA more as service providers than as policymakers. Most of the JTPA funding for these agencies comes from setasides, and, in the case of the 3-percent setaside, for example, even this restricted pot of money has not been enough to create real ties to the overall JTPA program. In fact, most State agencies that serve particular client groups continue to react to pressures from those groups, and do not often seem to see the merits of comprehensive interagency activities.[64]

E. State Legislative Involvement

Representatives from State legislatures are members of State Job Training Coordinating Councils and thus have a voice in policy decisions. In addition, JTPA provides (in Sec. 126) a one-sentence statement of the authority of State legislatures, i.e., "Nothing in this Act shall be interpreted to preclude the enactment of State legislation providing for the implementation, consistent with provisions of this Act, of the programs assisted under this Act." From this generalized statement of authority, many State legislatures have fashioned a role for themselves under JTPA, but initially the role was largely procedural.

During the transition year, for example, most States limited their involvement, if, indeed, there were any, to enactment of State authorizing legislation and revision of rules for State programs such as unemployment insurance and AFDC that might deter full participation in JTPA. Only a few State legislatures added funds to the Federal allocation, usually as part of the required match for Title III funds, and even fewer took an interest in exercising any oversight authority. Except for a few strong legislators with a personal interest in education and/or employment and training in particular States, most legislators had little interest in the development of JTPA programs.[65]

In cases where the governorship and the statehouse were dominated by opposite political parties, this lack of legislative involvement was often encouraged by the Governor. On the other hand, in some cases, this political status *increased* the interest of legislators in the new program, especially in terms of oversight and the addition of State funds. In addition, the slow process of acquainting all new JTPA actors with their appropriate roles continued throughout the transition and first program year, until, by the end of PY 84, there was some evidence of growing legislative involvement in JTPA.[66]

Oversight activities, which have included hearings on budget and programmatic matters, the review of SDA performance statistics, and monitoring of services to significant segments, constituted the most common form of legislative involvement. A second group of activities included those related to budgetary matters, such as the addition of State funds for particular programs (e.g., welfare reform or economic development). The third category of activity focused on streamlining State government operations through coordination.[67] In nearly every case, however, the direct involvement of the legislature in any given State was usually dependent upon the strong interest of a particular legislator or committee and was by no means a uniform proposition nationwide.

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[63] *Ibid.*, pp. 2-15 and 2-16.
[64] *Ibid.*, pp. 2-16 and 2-17.
[65] *Ibid.*, p. 2-17.
[66] *Ibid.*

IV. The Local Public/Private Partnership

At the heart of the JTPA legislation as it relates to the administration of services is the partnership between local elected officials and private industry councils (PIC's).[68] This arrangement differs from prior legislation in which most training was provided under the direction of local elected officials alone. The change to a partnership reflects the conviction of many conservative lawmakers that local employers are the best judges of what kinds of training are needed within the local community. As stated explicitly in the Senate Report accompanying the bill that became JTPA:

> Such involvement is essential because it is the private sector which will employ the graduates of the training programs, and it is only those who will employ the graduates who can really define the kinds of training programs that are needed.[69]

In addition, many Congressional representatives look to strong business leadership as a means of imparting a businesslike sense of efficiency and accountability to the oversight of local programs. The changes brought about under JTPA were viewed as an opportunity to remedy the lack of public confidence in prior legislation, which had been under the direction of local elected officials who responded to perceived political demands rather than to labor market needs.

This section of the report will review the public/private partnership arrangement established under JTPA and assess the strengths and weaknesses of that arrangement as indicated over the past 3 years.

A. Private Industry Councils (PIC's)

The concept of a council of private industry representatives who, along with other representatives of labor, education, government, and the general community, could oversee the direction of training programs and provide policy guidance to administrators was first introduced under the Private Sector Initiative Program (Title VII of the pre-JTPA legislation).[70] With the enactment of JTPA, however, private industry councils took on a greater leadership role in local programming than had previously been assigned to them, and, in fact, the PIC's that emerged under JTPA should not be looked upon as a continuation of the earlier councils, which were less policy-oriented and usually had members who had more limited roles in their firms.[71]

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[67] *Ibid.*

[68] The Conference Report, accompanying S. 2036, states clearly: "The conference agreement is based on the testimony of all parties that an effective job training program requires a true partnership between business and local government. The agreement is designed to achieve that goal." *Conference Report*, H. Rept. 97-889, 97th Cong., 2d Sess., Sept. 28, 1982, p. 89.

[69] Senate, 97th Cong., 2d Sess., Report #97-469, pp. 1-2.

[70] For a review of PIC activity under Title VII of CETA, see the report entitled *Short-Term Evaluation and Research Issues for the Job Training Partnership Act of 1982—Impact of Different Forms of Private Sector Participation on Client Characteristics and Program Outcomes: Final Report* by CSR, Inc., prepared for the National Commission for Employment Policy (December 1983), RR-83-34.

[71] Two reports by Grinker-Walker, *Phase II*, p. 47, and *Final Report*, p. 49, note that the majority of PIC members at the outset of JTPA had not served previously on CETA PIC's or any other employment and training program. The evaluators theorized that one reason for this development was the requirement in the new Act of greater executive and owner participation. Earlier councils had had more representation from public relations and personnel staff.

1. Membership

The Act requires that PIC's be established within each service delivery area. There is no legal restriction on the number of members on each council. The initial number of council members is determined by the local elected official or officials if there are two or more units of general local government present in an SDA. Thereafter, the number of council members are to be determined by the council. The average number of council members nationwide is 25, according to the first (1983) National Alliance of Business Survey, but the number per council varies considerably from as few as 9 members to as many as 134 members.[72] All members are volunteers (although States may reimburse them in some fashion, if they choose), who are appointed by the local elected official or officials for fixed and staggered terms.

A minimum of 51 percent of the membership and the chairman must be selected by the local elected official(s) from among private sector representatives nominated by "general purpose business organizations" such as the local Chamber of Commerce. The Act further requires that at least half of these representatives be from small business, including minority enterprises. Private sector members are, moreover, expected to be individuals with real authority in their firms—namely, "owners of business concerns, chief executives or chief operating officers of nongovernmental employers, or other private sector executives who have substantial management or policy responsibility." Approximately 11,000 business representatives serve on the councils nationwide.

The remainder of the local council membership consists of representatives from educational agencies, organized labor, rehabilitation agencies, community-based organizations, economic development agencies, and the public employment service. Names of nominees are to be submitted to the local elected officials by education agencies, labor organizations, and other interested groups.

In cases of disagreement over appointments, the Governor makes the selection from among those nominated or recommended (Sec. 102). Within 30 days of appointment, the Governor must certify that the PIC's composition is consistent with provisions in the Act, and the PIC council must meet within 30 days of such certification. In cases where the entire State represents a service delivery area, the SJTCC, or a part of it, can be reconstituted to meet the requirements for a PIC.

2. Responsibilities

The Act assigns to the local private industry council specific responsibilities for providing policy guidance and exercising oversight of local job training activities within the service delivery area. The Council is responsible for developing the local job training plan and selecting the grant recipient and administrative entity, responsibilities that are to be carried out in accordance with an agreement or agreements with the chief elected official(s) (Sec. 103).

Each local plan must contain an identification of the administrative entity or entities; a description of planned services; procedures for identifying and selecting participants, including a means for determining and verifying eligibility; performance goals; procedures for selecting service providers; a 2-year program budget; a description of methods for complying with the Governor's coordination and special services plan; provisions for coordinating activities when there is more than one SDA in a single labor market area; procedures for fiscal control, accounting, audit and debt collection procedures; and procedures for submitting an annual report to the Governor.

Prior to finalization, the plan must be submitted for review and comment to each house of the State legislature, appropriate local educational and other public agencies, labor organizations, and the general public. The proposed plan is thereafter submitted to the Governor (or to the Secretary of Labor if the State is the single service delivery area) for approval or disapproval within 30 days. Plans may be disapproved

[72] National Alliance of Business, *An Overview of the New Job Training System: Survey Report 1* (Washington, D.C.: NAB, January 1984), p. 9.

or modifications requested, and interested parties are permitted to petition the Governor (or Secretary) for those actions. Any disapproval may be appealed to the Secretary (Sec. 105).

Negotiation of responsibilities between PIC's and local elected officials and joint management is the essence of the local partnership on which the success of JTPA depends. PIC's prepare and approve their own budgets and have the authority to incorporate, hire staff, and solicit and accept contributions and grant funds from other public and private sources. In short, the law allows the PIC's great latitude in directing JTPA programs from both an administrative and policy perspective.

3. Leadership Role

Whether the PIC assumes a substantial leadership role in JTPA activities within a local community depends a great deal on the abilities of PIC chairs, as well as their familiarity with and commitment to the program.

A 1985 survey of just over half (54 percent) of all PIC chairs (n = 322) by the National Alliance of Business (NAB) sought to develop a composite profile of PIC chairs, based on information about their positions within their firms, sizes and types of companies they represent, their years of involvement with publicly funded employment and training programs, and their company's willingness to train and to hire JTPA clients. Findings indicated the potential for very strong leadership by those in the position of PIC chairperson.[73]

Briefly summarized, the survey found that PIC chairs had extensive employment and training experience, with over 90 percent of them having served in some capacity on the council for at least 2 years and as PIC chairperson for an average of 17 months. In accordance with legislative requirements, most chairs were in top management positions within their firms—over 40 percent, chief executive officers.

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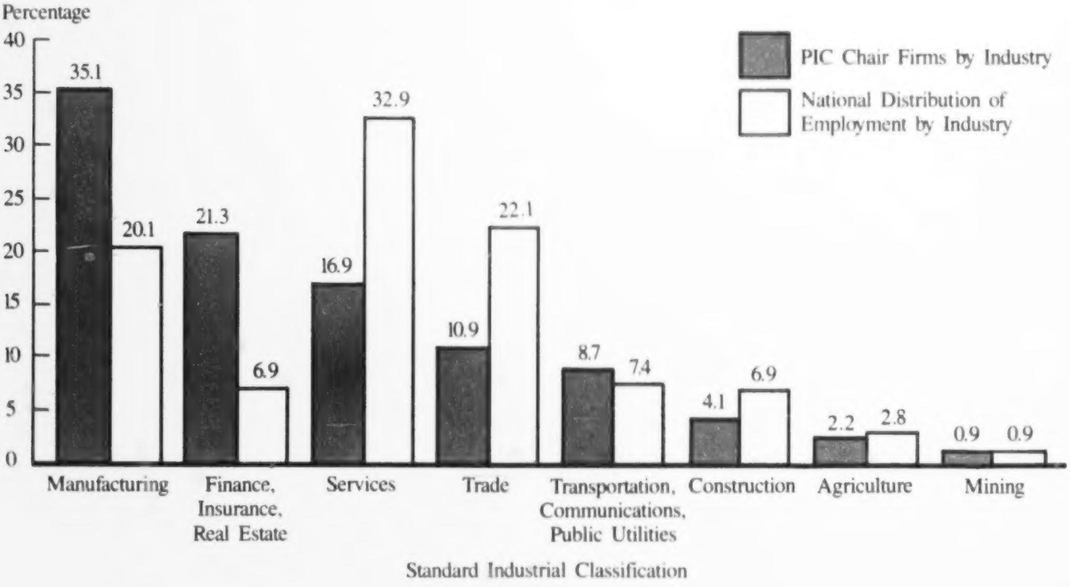
[73] NAB, *1985 Survey*, pp. 10-13.

Figure 9.

Relative Employment by Industry for PIC Chair Firms and All U.S. Firms



Source: National Alliance of Business, *Is the Job Training Partnership Working?: The 1985 Survey of PIC Chairs and SDA Administrators*, Figure I-3, p. 9.

Medium- and small-sized businesses were well represented on the local PIC's. Nearly three-fourths of the PIC chairs in the survey worked for companies that employed 500 or fewer workers, and half represented firms with 100 or fewer employees. Eighteen percent represented companies that had 10 or fewer workers.[74]

PIC chairs represent the full range of U.S. industries, although trade and service firms are somewhat underrepresented in proportion to workers in these industries nationwide, while manufacturing firms are overrepresented (Figure 9). Since about 90 percent of all recent job growth has been in trade and service industries and PIC members are expected to draw upon their own experiences to plan and oversee training activities, this is an issue that could be of concern to local administrators, particularly in future years.[75]

According to the NAB survey, many companies represented by the PIC chairs were also involved in training JTPA participants (46 percent) and/or hiring JTPA graduates (almost 52 percent). Where this was not the case, PIC chairs most often indicated it was because of their lack of hiring in general and/or lack of appropriate positions. (See Figure 10.) PIC chairs also expressed a very positive view of JTPA trainees: "Almost 75 percent of the PIC chairs said that those hired from JTPA programs were as good or better employees than those recruited from other sources."[76]

In contrast to the NAB survey, however, another assessment of JTPA found that, based on "anecdotal evidence from field interviews," there was reason to conclude "that substantial numbers of PIC members do not hire JTPA graduates" and that "overall, the program does not provide a major recruitment and training service for local businesses."[77] The chief reason for this finding, in the authors' view, "is that the benefits that the JTPA program can offer the business-sector are modest. . . . The participation of each individual business person in JTPA does not necessarily generate a direct financial return for that individual's business."[78]

Given the two opposite conclusions, it is difficult to determine without question whether there is widespread hiring of JTPA graduates by firms represented by PIC chairs and/or PIC members generally. However, the NAB survey appears to be based upon a systematic collection of data in contrast to the "anecdotal" material gathered in the other JTPA assessment. There is also a strong indication in all studies that most PIC's work very hard at marketing the program and making their colleagues in businesses aware of what JTPA can do for them in the way of providing good workers. The influence of business on JTPA is discussed further below.

4. Business Involvement in JTPA

JTPA is based upon the conviction that the training system will be most effective if business plays a substantive role in all aspects of local policymaking, planning, administration, and program design and operations. Although the law spells out these responsibilities very clearly, it was not obvious at the outset whether the private sector role in practice would fulfill expectations or whether the business perspective could be successfully applied to JTPA programs. Some believed that business members on the local councils might lose interest out of frustration with government procedures or be relegated to a marginal role in making the necessary decisions affecting local policies and programs.[79]

Findings from three evaluations about the role of business in JTPA are again somewhat contradictory. The NAB survey for 1985 found that PIC business member turnover is low and that finding replacements for those who leave is not difficult. Most PIC chairs who were queried indicated that they volunteered for one of several reasons: They were asked; they believed in JTPA; they wanted to help the unemployed; or they had a sense of community spirit. PIC chairs reported that they remained involved in JTPA for two principal reasons: "belief in the public/private partnership concept and recognition of the need for a training system that serves the disadvantaged and long-term unemployed."[80] Where turnover occurred among PIC chairs, the reasons cited had more to do with personal needs, excessive time commitments required, and the end of terms, rather than disagreements with other actors in the JTPA system or poor attendance.[81]

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[74] *Ibid.* pp. 7-8.
[75] *Ibid.*, pp. 8-9.
[76] *Ibid.*, pp. 10-13.
[77] MDC/Grinker-Walker, *Final Report*, p. 49.
[78] *Ibid.*
[79] NAB, *1985 Survey*, p. 24.

Another evaluation funded by the Department of Labor concurred in the finding about the serious involvement of PIC chairs and other business sector council members.[82] The DOL-supported study indicated that "concerns that private-sector interest and influence would wane" appeared unfounded; ". . . numerous Associates [i.e., the local interviewers who conducted the study] indicated lower turnover, increased attendance, and more active involvement of the private-sector members of the councils, often indicating that attendance was more of a problem with the public-sector members than with the private-sector members."

The former were more likely to send surrogates to a meeting. Some PIC's even allow the public-sector members to send designees who are permitted to vote on issues, while in most cases the private-sector

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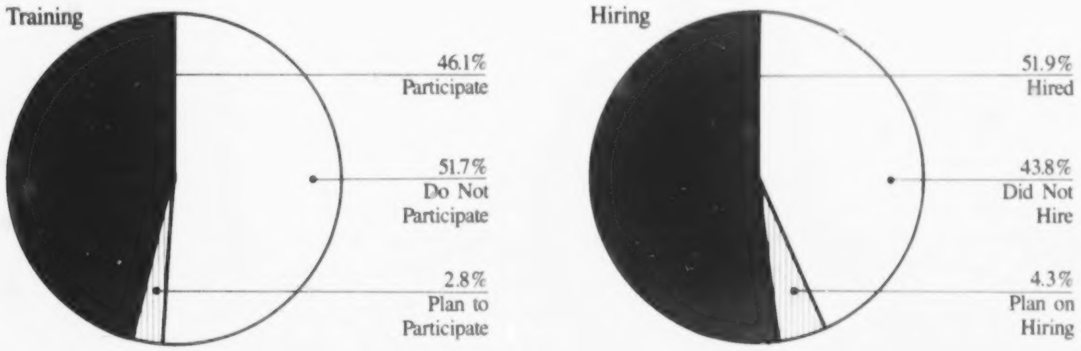
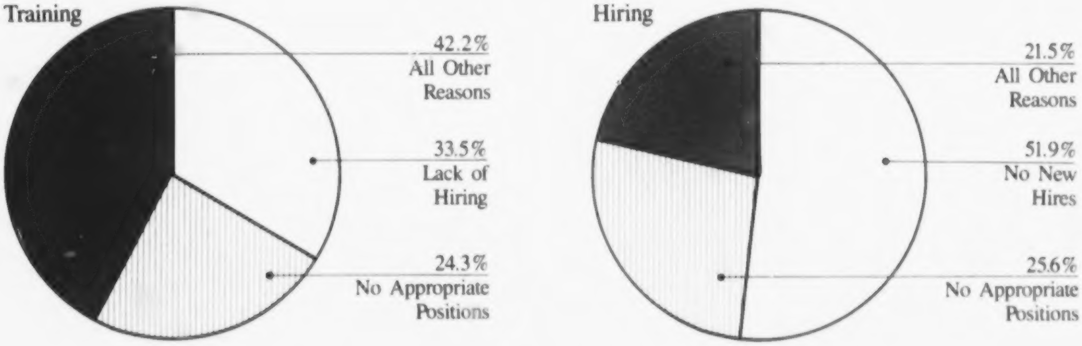
[80] *Ibid.*, p. 26.
[81] *Ibid.*, pp. 41-43.
[82] Westat, *Final Report*, p. 4-15.

Figure 10.

PIC Chairs' Company Participation in Training and Hiring JTPA Participants and Reasons for Lack of Participation



Reasons for Lack of Participation



Source: National Alliance of Business, *1985 Survey*, Figures 1-4, 1-5, and 1-6, pp. 10-12.

members are not allowed to designate an alternate. A number of PIC's have adopted rules that missing three consecutive meetings (usually held once a month) will result in a request for resignation. The report concluded that "Some private-sector members lost interest and left the councils. . . but these were relatively few and far between. . . . Most of the turnover that did occur was due to expiration of terms or business conditions. In a few cases, there was concern about conflict of interest problems."[83]

In contrast to these two studies, another assessment of JTPA noted that "discussion with employment and training staff and PIC members suggest that in many SDA's it requires a constant effort to maintain this broad-based active business sector involvement."[84] The report, however, did concur with the NAB survey in highlighting the reasons that private and public representatives became council members—namely, because of a commitment to the program goals, social concern, civic "boosterism," and/or the prestige that comes from belonging to the council.[85]

The 1985 NAB survey indicated that most PIC business members were satisfied or very satisfied with their role and level of involvement in the PIC decisionmaking process. They were involved in a variety of activities, usually including marketing the program, outreach to their own and other firms, participating in on-site program monitoring, and assisting with the implementation of the summer youth program. (See Figure 11.) About one-fifth of the PIC's supplemented local summer youth programs that are funded under Title II-B of JTPA with private sector contributions that ranged from $1,000 to $750,000, but averaged $50,000. PIC's make suggestions about the kinds of occupational training offered in three out of four service delivery areas, and nearly half the time, these suggestions emanate from business members. Most PIC's also recommend the training mix for adults and youth. In general, the NAB survey concludes that the level

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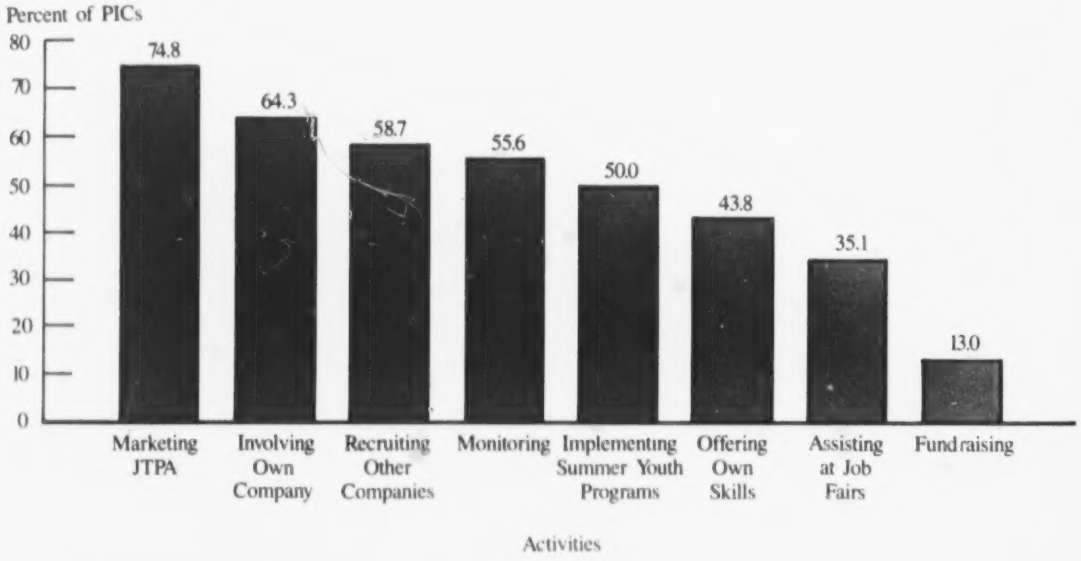
[83] *Ibid.*, pp. 4-15 and 4-16.

[84] MDC/Grinker-Walker, *Final Report*, p. 49.

[85] *Ibid.*

Figure 11.

JTPA Activities in Which PIC Business Members Often Participate



Source: National Alliance of Business, *1985 Survey*, Figure IV-5, p. 47.

and substance of business involvement in the private industry councils has been sustained or increased over the last 2 years.[86]

Similarly, the DOL-funded study found that PIC's were influential at the local level, often with a small cadre of individuals from the private sector who took the leadership role. A committee structure, similar to that of the SJTCC's, was often apparent and appeared to be helpful to the work of the council where it existed. Several particular functions that the PIC was seen to exercise well were marketing programs, shielding local elected officials from accusations of liability or fraud, and taking a hard line with unproductive service deliverers when contracts were being negotiated or revoked. By the end of program year 1984, there were indications that PIC's were taking a primary leadership role in program planning and were engaged in such activities as marketing, contacting employers to explain on-the-job training and tax credit benefits, holding job fairs, and promoting economic development. The study concluded that "there has been a steady rise in the influence of the PIC's and their private sector members."[87]

Again, in contrast, the MDC/Grinker-Walker assessment of JTPA found that most PIC's are less involved in daily program activities than in general oversight of management practices to assure businesslike efficiency. For example, most PIC's are concerned with contractor selection and monitoring their performance. This has usually meant less reliance on community-based organizations for service and more emphasis on training, especially OJT. PIC's also emphasize meeting all performance goals. Public relations and marketing are another area that receives particular attention by PIC's.[88]

In sum, there appears to be at least some difference of opinion among various evaluators about the degree of commitment of PIC private sector members. Nevertheless, the preponderance of evidence seems to indicate that their role has been on the whole very positive and, in most cases, does not seem to be lessening over the passage of time. Administrative oversight focuses on efficiency and results; public relations and marketing efforts concentrate on overcoming what had been a very poor public image of federally funded employment and training programs. Early concerns about the role of PIC's and, in particular, the commitment of private sector members, have generally not proven well-founded, as members continue to gain experience and become stronger in guiding the program's administrative and policy directions.

B. Role of Local Elected Officials

The Act provides local elected officials with substantial power in their authority to appoint PIC members and in the requirement that both the local elected official and the PIC agree on the local plan of service. It leaves to both partners the actual procedure(s) for working out a compromise. It was noted early on that in those cases in which local officials had had long experience in administering employment and training programs, especially in large, urban areas, those officials and their staffs often continued to exercise strong leadership over most aspects of JTPA. At the same time, however, studies indicate that the partnership appears to be working with a minimum amount of friction in most local communities.[89]

The MDC/Grinker-Walker study found that SDA leadership patterns could be divided into roughly three groups: in about 45 percent of the sample sites policy direction was provided by government officials; in 40 percent of the sites, PIC's set policy; and in the remaining 15 percent of the sites, there was a relatively balanced partnership between the two parties.[90] In large cities, such as New York, Chicago, and Detroit, where budgets are large and the program serves important political constituencies, local elected officials tend to exercise control, with PIC's playing, usually voluntarily, essentially an advisory function.[91] In most areas, however, local elected officials seem content to let the PIC's assume a leadership stance, perhaps because the actual program dollars do not represent a significant part of their annual budgets and public service employment is no longer an issue. In those areas where there is some conflict between business and elected officials, it appears to be based more on basic distrust of the other's motivations rather than on disagreements over the direction of the program.[92]

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[86] NAB, *1985 Survey*, pp. 43-46.

[87] Westat, *Final Report*, pp. 4-19, 4-20, and 4-24.

[88] MDC/Grinker-Walker, *Final Report*, pp. 48-55.

[89] NAB, *1985 Survey*, pp. 30-32; Westat, *Final Report*, p. 4-24; MDC/Grinker-Walker, *Final Report*, p. iv.

[90] MDC/Grinker-Walker, *Final Report*, pp. 55-56.

Most local governments that assumed leadership roles in the development of JTPA already had experienced staff who were used to administering employment and training programs and who had played a role in the transition to JTPA. These staff members continued to perform the daily tasks associated with overseeing employment and training activities. In some cases, the staff's close association with the prior discredited program was a source of concern to private industry councils, but in most areas this has not been a major problem over time. Where problems have arisen, they are often the result of friction between local SDA staff members and State administrators, especially in cases where local staff have had more prior experience in programs than State-level personnel.[93] Partnership relations will be explored more fully in the section following.

C. Community-Based Organizations

Community-based organizations (CBO's) (non-profit groups serving predominantly poor, minority, handicapped, and other socially and economically disadvantaged groups) were accorded a special role in the delivery of services under most previous employment and training programs. Usually, their focus was on outreach, recruitment, counseling, work experience, and public service employment. With the elimination of public service employment under JTPA, CBO's had much less of a role to play in many localities; however, even under JTPA, several organizations, usually those with national constituencies like SER (an Hispanic service organization) and the National Urban League, have continued to receive local funding for services.

The Act requires that "proper consideration shall be given to community-based organizations as service providers," but stresses also that "primary consideration" be given to the "effectiveness" and "demonstrated performance" of organizations that are selected (Sec. 107). Thus, while CBO's are the only category of provider to receive special mention in the Act, they are no longer "presumptive deliverers of services," as they once were. This has meant that if CBO's provide a needed service and can meet local performance standards, they are funded; otherwise, they are not offered contracts. In many cases, this has meant that CBO's play a lesser role in employment and training than was the case several years ago. The trend has been increased by the decision of various States and localities to consolidate and centralize outreach and other service functions in which CBO's formerly specialized.[94]

Community-based organizations are also assigned a position on the private industry council (as well as on the State Job Training Coordinating Council). An early evaluation of JTPA found that in a substantial number of study sites representation by CBO's on local councils was reduced as compared with prior programs. Local government staff indicated that "JTPA's emphasis on job market needs rather than participant needs" was responsible for this trend.[95] Indications are that CBO influence is not increasing as the program matures, and may in fact be decreasing to the point where some of these organizations may no longer be viable in a given locality. At a recent meeting of SJTCC chairs sponsored by the Commission, a council chair indicated that when such a problem had been brought to the Council's attention, the members had decided, after due consideration, to maintain their performance criteria even if some community-based organizations could no longer operate as a result—a decision that reflects an emphasis on efficiency and cost-effectiveness over the desire to support long-time service providers.

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[91] *Ibid.*

[92] *Ibid.*, p. 60.

[93] MDC/Grinker-Walker, *Phase I*, pp. 78-79.

[94] See *ibid.*, pp. 85-88.

[95] *Ibid.*, p. 87.

D. Other Public Agencies

Just as the Act stresses coordination at the State level, it also requires attention to coordination with public agencies in local service delivery areas. Local job training plans must contain a description of methods of complying with the criteria contained in the Governor's coordination and special services plan (Sec. 104). Amendments to the Wagner-Peyser Act, which authorizes the public employment service, and to Title IV of the Social Security Act, which authorizes the Work Incentive program, call for joint planning between administrators of ES and JTPA and coordination of services between WIN and JTPA. (See Title V of the Act.)

1. Employment Service

Linkages at the local level between ES and JTPA were largely dependent on the status of the relationship that existed under prior employment and training legislation. Moreover, as indicated in one study, this relationship depended very little on the strength of the State's commitment to JTPA/ES coordination. Early field interviews found little enthusiastic concern for developing strong linkages in many localities. ES was considered one of many service deliverers, with little emphasis on collaboration beyond the steps legislated in the Act.[96]

Nevertheless, the latest NAB survey of PIC chairs and SDA directors noted that the employment service plan was being developed in close coordination with the PIC in a majority (60 percent) of SDA's. The NAB survey probed carefully to determine whether PIC involvement had been largely perfunctory or whether it was integral to the process of plan development. Responses indicated that the involvement in the eyes of the PIC chair interviewees had been "substantial" in about half the cases, with either PIC members or SDA staff working closely with the ES to develop the plan before its submission to the full PIC for review and approval. Only 13 percent of the PIC chairs indicated that they had not had any involvement in the development of the local ES plan. In general, then, at least in this one important area, the level of cooperation called for in the Act appears to have been achieved in a majority of the SDA's.[97]

2. Welfare

The greatest gain in cooperative effort has involved JTPA and local welfare offices. Co-located offices and cross-referrals have become standard practice in many local areas, and several States have supported local efforts by developing their own "welfare to work" programs and sometimes adding State funds to Federal monies for that purpose. The fact that one goal of the legislation is a reduction in welfare dependency (Sec. 106) certainly fosters this close relationship. In addition, local JTPA administrators are well aware that welfare clients bring with them a means of support, plus medical and other benefits, while they are in training.[98] In some areas, however, OJT wages are counted as income for welfare recipients, which has the effect of removing individuals from the welfare rolls prematurely. This has sometimes created problems for JTPA and welfare administrators who feel that the loss of benefits, especially medical insurance, acts as a strong disincentive for participation in training programs.

3. Economic Development

Planned linkages between JTPA and economic development agencies were stressed in many of the sites visited in JTPA evaluations. However, actual linkages depended for the most part upon recognized mutual advantages in any given project. Where linkages were strong, it usually meant that JTPA trainees were needed and were able to provide the labor required in particular projects. According to one early JTPA assessment, "SDA staff generally indicated that the success of this linkage depended largely on the commitment and oversight of local elected officials, and the States' use of financial incentives and measurable goals in promoting JTPA/economic development cooperation.''[99]

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[96] MDC/Grinker-Walker, *Phase I*, pp. 93-94.

[97] NAB, *1985 Survey*, pp. 34-35. See also MDC, Inc., *Trends in ES/JTPA Coordination, PY 1984-1986* (Chapel Hill, N.C.: MDC, 1987).

[98] MDC/Grinker-Walker, *Phase I*, pp. 94-95.

4. Education/Vocational Education

Although JTPA stresses cooperation between JTPA and local educational agencies, including vocational education, through the 8-percent setaside and representation by educators on State and local councils, the linkage has been less than enthusiastic in many local areas.[100] One difficulty that has prevented a mutual partnership from emerging has been the attitude on the part of educators that JTPA clients, many of whom are high school dropouts, are no longer their concern. Conversely, in the eyes of many JTPA administrators, schools have failed in their mission to educate JTPA clients and are, therefore, suspect as far as their ability to assist dropouts. Without any sense of cooperative effort, it is unlikely that the linkage between JTPA and education will gain strength or succeed beyond the basic requirements that are written into the Act.

5. Vocational Rehabilitation

Few evaluations discuss the linkage between JTPA and vocational rehabilitation. However, the NAB survey for 1984 found that 63 percent of the SDA's had cooperative agreements with vocational rehabilitation agencies, usually of a nonfinancial nature.[101] While some interesting projects involving JTPA and projects working with the handicapped have been reported in employment and training journals,[102] much of the impetus for collaboration appears to be generated by the interest of particular individuals in developing these projects and making them effective.

In sum, the importance of public agencies to JTPA varies considerably, often depending upon the personalities of individuals involved at the local level and their enthusiasm in seeking to build linkages. Welfare and economic development agencies appear to be the most promising sources of cooperation because of the mutuality of interest between them and JTPA. The employment service, while seemingly closely tied in terms of mission, was not seen to be responsive in some localities and so has not always been considered a primary service deliverer. On the other hand, a late survey of PIC chairs and SDA directors indicates that, at least in the area of planning, there appears to be a close working relationship between the two systems. In both cases, however, the closeness of the association depends to some degree on the history of relationships that existed prior to JTPA. Similarly, education/vocational education, despite its obvious concern for preparing graduates for work, is not yet an accepted part of the employment and training delivery system in many areas. While some level of interaction is apparent, the sense of a joint mission is not yet widespread and needs further time to develop.

V. Program Strengths

A. Partnership Relations

JTPA stresses the necessity for working partnerships at both the local and State levels, a step that goes farther than any other Federal law to equalize the authority between public and private sectors in the management, planning, and policy development of a major Federal program.

As the preceding sections have illustrated, at the local level, the central relationship is between local elected officials and private industry councils, which are themselves partnerships between public and private sector representatives. Agreement between the local elected officials in an SDA and the PIC is required on most major policy issues and, in many cases, administrative matters, as well. At the State level, the Governor and his designated JTPA staff must work closely with the members of the State Job Training Coordinating Council, which like the local PIC members represent a partnership between the public and private sectors.

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[99] *Ibid.*, pp. 95-96.

[100] *Ibid.*, pp. 96-97.

[101] NAB, *1984 Survey* (Washington, D.C.: NAB, 1985), p. 18. See also the discussion in Bailis, *Summary of the JTPA Research Literature Pertaining to SDA Activities and Coordination*, p. 5-21.

[102] See "Disabled Test Employment Through Unpaid Federal Work Experience in R.I.," *Employment and Training Reporter* (Sept. 17, 1986), pp. 95-96.

In addition, at both local and State levels, there are public agencies with different missions and often other sources of funding that must be considered in planning and delivering services. The State legislature is another "actor" in this system that can choose to take either an active or a passive role. Finally, there are the relationships that exist between State governments and local service delivery areas. The status of any or all of these "partnerships" may differ by locality at any given time. Nevertheless, because of the central importance to JTPA of the success of these partnerships, it is useful to explore what is known about them.

During the enactment of the Job Training Partnership Act, there were many who were skeptical of the long-term viability of such a partnership, based as it is on a belief that elected officials and business leaders, who make up a minimum of 51 percent of PIC membership and who, by law, must chair the councils, will be able to agree on what services shall be offered in the local community and to whom. The PIC is responsible for overseeing and providing policy guidance for local activities in partnership with local officials. The specific procedures and responsibilities are left to be negotiated between the two partners, with the Act mandating that both the PIC and the local elected officials approve the local job-training plan.

Since its enactment, JTPA has been the subject of concern about whether or not one or more of the various partners would attempt to dominate the decisionmaking process and prevent the other partners from participating fully in the relationship. Some saw States as the most likely to take control and ignore the legitimate needs of service delivery areas. The Governors, State administrative staff, State legislators, and the State Job Training Coordinating Councils were all seen as possible sources of domination. Others were fearful that business representatives on the local PIC's would prevent meaningful input from the other members on the councils and direct program services away from those who are most in need. Still others believed that the local elected officials, the SDA administrative staff (some of whom had participated in prior employment and training programs), and possibly even the public members on the PIC's would thwart the actions of private sector representatives to make the new program efficient and responsive to local labor market needs.[103] Certainly, the program could not be effective or efficient if the partnership arrangements envisaged in the legislation were not working properly. This section will summarize what is known about these relationships, which, on the whole, is very positive.

The 1985 NAB survey of PIC chairs and SDA directors, which asked specific questions about partnership relations, found, for example, that 90 percent of the chairs and administrators rate relationships between public and private sector PIC members as "good" to "excellent." Only about 1 percent of each group felt that the relationship was detrimental to the effectiveness of programs. In at least one-quarter of the sampled SDA's, there was a feeling that relations had "improved over time," although business members were considered more "outcome oriented and cost conscious" than non-business PIC members and held different opinions on at least one substantive issue. Most PIC chairs (85 percent) also rated the competence and responsiveness of the staff that they must rely on for information and support as either good or excellent.

Three out of four PIC chairs and SDA administrators rated relations between the PIC and local elected official(s) as either good or excellent. In less than 10 percent of the responses were there indications that the relationship was poor enough to negatively affect program operations. Perhaps one contributing factor is the willingness of many local elected officials to delegate their responsibilities for interacting with the PIC to the SDA staff, which was mentioned by more than one-fourth of the PIC chairs and more than a third of the SDA administrators. The level of involvement by local elected officials, moreover, has been about the same since the implementation of JTPA, according to this survey.

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[103] See NAB, *1985 Survey*, p. 22.

Relationships between SDA's and the State are rated somewhat less positively, but are still considered satisfactory by about 60 percent of the PIC chairs who responded to the survey and 55 percent of the SDA administrators. Among the respondents who were dissatisfied with the State in its oversight of JTPA, the most common reason for complaint was that the State "imposes too much control" or is "overly restrictive." This feeling was expressed by more than half of the PIC chairs and about a third of the SDA administrators in the sample. Interestingly, however, PIC chairs in 8 States accounted for half of the expressions of dissatisfaction, and half of the 12 PIC chairs who said they were most dissatisfied came from only 2 States, so that the complaints were not distributed evenly.

As in the case of State relations, there is somewhat less satisfaction with State Job Training Coordinating Councils on the part of SDA administrators than PIC chairs, but most view the State Council as effective. Close to two-thirds of the PIC chairs rated the SJTCC's as either somewhat or very effective, and about 57 percent of the SDA administrators concurred in this assessment. About one-fourth of each group of respondents indicated that the State Councils had "no impact," but 16 percent of the administrators and 4 percent of the PIC chairs believed that the council caused problems for the employment and training system. These findings appear to be similar to those found in NAB's 1984 survey.[104]

The final report for the evaluation of Title II-A programs conducted by Westat for the U.S. Department of Labor contained a special section on State/service delivery area relations (Chapter 3). This report focuses on the complexities of the relationships, which are influenced by the actors involved—their motivations, capabilities, and personal characteristics; past relationships; and the focus of the interaction, whether concerned with questions of public policy, organization, and/or services to participants. It notes that more often than not public pronouncements concerning coordination and cooperation are based on rhetoric rather than clear action guidelines. Nevertheless, while State/SDA conflicts resulted from a number of issues, there did not appear to be one source of conflict in a majority of the sample States. Performance standards, the youth expenditure requirement, use of incentive grants, SDA monitoring and technical assistance needs, problems associated with the 8-percent setaside, and youth competencies were noted as potential areas of conflict, although no issue proved to be resistant to overcoming friction.

The Westat evaluation concluded that "On balance, as of the end of PY 1984, State/SDA relations could be characterized as positive and reasonably cooperative in most States, though certainly not all." The report cautioned that as the job training system continues to evolve and mature, "good intentions alone will not be enough to effect the kind of job training 'partnership' envisioned under the act."[105]

Similarly, the MDC/Grinker-Walker report concluded in its final report that "PIC's and local governments were required to develop a power-sharing relationship with little guidance from JTPA, but they have succeeded in doing so. Some SDA's are dominated by PIC's and some by local officials, but most have worked out a surprisingly harmonious, if not always equal, partnership." The authors state that in areas where either the PIC or the local elected officials tended to dominate, the arrangement was "seldom a source of dissatisfaction or conflict for either of the partners. In over half of the SDA's, both partners are satisfied with the relationship, and the partnership arrangements are stable." In 20 percent of the sites, there are fluctuating relationships, with neither party clearly dominant, and in another 20 percent, there is conflict with no indication of how that conflict will be resolved.[106]

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[104] *Ibid.*, p. 24.

[105] Westat, *Final Report*, pp. 3-20 to 3-22.

Finally, in the Commission's own sponsored regional meetings with SJTCC chairs, which were conducted during the summer and fall of 1986, there was every indication that, for the most part and from the perspective of these State officials, State-local relations under JTPA are harmonious. Where specific concerns had been raised—usually by representatives from the SDA's—action had been taken to overcome the difficulties. State chairs generally expressed a strong belief in the program and felt they had been growing in terms of both knowledge and experience to be able now to go beyond procedural issues into more policy-related questions.[107]

In sum, it would appear that partnership relationships are working well in most instances. The experiment of balancing private and public authority in directing a major federally funded program has succeeded better than legislators dared hope. There are still some problem areas, to be sure, but the basic framework for a national system of training has been put in place, and the major actors have taken their responsibilities seriously and are working toward greater efficiency as the program matures.

B. Public Image

Largely because of the willingness of private business representatives to participate actively in local private industry councils and to market JTPA aggressively among their peers, the JTPA program appears to have overcome much of the stigma that was attached to earlier employment and training efforts that stressed public service employment and Federal control.

The 1985 NAB survey asked PIC chairs specifically if they believed that business involvement had made a positive difference on program operations and outcomes. Nearly 9 out of 10 (86 percent) of the PIC chairs stated that the involvement of the private sector had increased employers' willingness to participate, as well as their acceptance of JTPA trainees. Half of the respondents said that business participation had improved JTPA's image from that of "just another government hand-out program" to one in which "people were getting quality training for real jobs." Employer acceptance was cited as another benefit of this involvement by 4 out of 10, or 38.6 percent, of the respondents, who stressed the importance of peer-to-peer marketing. Other positive benefits of employer acceptance and involvement included a more business-oriented program image, improved program performance, and increased private sector contributions.

Almost all (93 percent) of the PIC chairs in the NAB survey also believed that business involvement improved program operations, usually stressing its "bottom-line, placement oriented approach" and elimination of red tape. The PIC chairs also felt that their councils had promoted better program operations through increased monitoring and evaluation activities, elimination of outdated programs, and orientation of programs to local business needs.

Finally, more than three-quarters (76.7 percent) of the PIC chairs felt that private sector involvement had made a positive difference in participant outcomes, and specifically placements, the quality of jobs, the diversity of employment opportunities, wages at placement, better training, and greater job retention.[108]

Other evaluations of the JTPA program have also noted the results of image-building efforts by the business sector. For example, according to the MDC/Grinker-Walker assessment, "Local public officials and business leaders involved in implementing JTPA at the study sites generally agreed that JTPA was a useful and successful program. Of those interviewed, only a few judged that the early implementation experience had been unsuccessful or unsatisfactory." High placement rates were frequently cited as evidence for the success of the program, but local officials also noted the importance of sound management practices, a positive public image, and increased involvement of the business sector. At 40 percent of the sites, officials named "the smooth transition from CETA to JTPA—achieved with no unfavorable publicity, no scandals, no serious break in services" as "their greatest accomplishment." Others said that because of the program, "government and business representatives had begun to understand each other's perspective, and this offered significant long-range potential for successful employment and training programming."[109]

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[106] MDC/Grinker-Walker, *Final Report*, pp. 56, 68.

[107] Notes from SJTCC meetings, August and October 1986.

[108] NAB, *1985 Survey Results*, pp. 49-50.

In sum, it seems clear that federally funded, State-controlled, and locally administered job training programs have helped to legitimize the concept of training for the disadvantaged under JTPA. This is a major accomplishment and should not be minimized.

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[109] MDC/Grinker-Walker, *Final Report*, pp. 25-26.

Title II: Training Services for the Disadvantaged

Part A: Adult and Youth Programs

I. Participants

A. Eligibility Criteria

The legislation defines eligibility for Title II-A programs very broadly. To receive assistance, an individual need only be "economically disadvantaged"[1] (Sec. 203). Unlike the prior program, unemployment is not a prerequisite to enrollment. In addition, up to 10 percent of the participants receiving assistance in all programs in a service delivery area may be persons who are not economically disadvantaged if they have experienced barriers to employment, such as limited English language proficiency, or they are displaced homemakers, school dropouts, teenage parents, handicapped, older workers, veterans, offenders, alcoholics, or addicts. The Act provides, however, that each job training plan be directed to providing "equitable services among substantial segments of the eligible population" (Sec. 141 (a)).

The Act also provides that 40 percent of the funds available for Title II-A programs in an area be expended on services to eligible youth[2] and that AFDC recipients and school dropouts be served on an equitable basis, taking into account their proportion of economically disadvantaged persons 16 years and over in the area.

Finally, the Act sets aside from the Title II-A allocation for each State, certain proportions of funds to be used for specific target groups. Three percent of the funds are allotted to training programs for older individuals; part of the 6-percent setaside can be used for incentive grants for serving hard-to-serve individuals; and 8 percent of the funds are allotted to State education programs, which frequently serve young people. As a supplement, 10 percent of the Wagner-Peyser funds provided to each State can be used to provide for, among other things, services to groups with special needs, including youth.

B. Participant Characteristics

Table 3 depicts selected characteristics of participants in Title II-A programs during program years 1984 (July 1984 through June 1985) and 1985 (July 1985 through June 1986), together with similar characteristics for JTPA eligibles in PY 1985.

Characteristics have remained fairly constant over time, as the data indicate. In Program Year 1985, of the approximately 752,900 participants:

- 92 percent were economically disadvantaged
- 53 percent were female
- 45 percent were minorities
- 42 percent were 21 years or younger
- 40 percent were public assistance recipients

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[1] As in previous legislation, the term is defined as an individual who receives, or is a member of a family that receives, cash welfare payments under a Federal, State, or local program; receives, or is a member of a family that receives, a total family income for the 6-month period prior to application, which does not exceed the poverty level established by OMB or 70 percent of the BLS lower living standard income level, whichever is greater; is a foster child whose foster family is receiving State or local government payments; or an adult handicapped individual whose own income meets the eligibility criteria, but whose family income may not.

[2] For purposes of this title, youth is defined as persons aged 16 through 21 and adults are persons 22 years of age and older.

Table 3.

Selected Characteristics of JTPA Title II-A Eligibles in Program Year 1985 and Program Participants in Program Years 1985 and 1984

Selected Characteristics	JTPA Eligibles[1]	PY 1985 Enrollees	PY 1984 Enrollees
Sex			
Male	44	47	48
Female	56	53	52
Age			
Younger than 22	19	42	40
22 and older	81	58	59
Minority status			
White (excluding Hispanics)	63	55	55
Black (excluding Hispanics)	23	32	31
Hispanic	11	10	10
Other	3	3	4
Economically disadvantaged	77[2]	92	93
Receiving AFDC	16	21	21
Receiving public assistance (including AFDC)	48	40	42
Education			
Less than high school	51	41	40
High school or more	49	59	60

NOTE: Figures for the JTPA Eligible Population were derived from the March 1985 CPS.

[1] "JTPA eligibles" are persons considered to be economically disadvantaged for any six-month period within the one year CPS reporting period. This determination is based on a derived variable — combining CPS data on personal income and labor force status — that was developed as a CPS proxy for the eligibility criteria specified in the JTPA legislation.

[2] Less than 100 percent of the "JTLS eligibles" are economically disadvantaged because the CPS estimate for this variable is based on annual family income equal to or below the OMB poverty level (also included are persons receiving cash welfare). Note that this variable differs from the definition of "eligibles" which reflects status as economically disadvantaged for any six month period within the year.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation, *Summary of JTLS Data for JTPA Title II-A and III. Enrollments and Terminations During Program Year 1985 (July 1985-June 1986)*, November 1986, p. 8.

- 27 percent were school dropouts
- 59 percent were high school graduates.

In comparison with the characteristics of the JTPA-eligible population (estimated from the March 1985 Current Population Survey, or CPS), Title II-A enrollments in PY 1985 showed:

- Higher proportions of economically disadvantaged, Blacks, AFDC recipients and youth, but
- Lower proportions of females, Hispanics, and high school dropouts.

An analysis of eligibles and participants in JTPA during the transition year was prepared by Westat, Inc., for the Department of Labor.[3] The data for the early period showed that 23 percent of all persons age 14 and older (an estimated 42.3 million persons) were eligible for JTPA training under Title II-A because they satisfied the economically disadvantaged criterion for enrollment some time during 1983, but only an estimated 1.85 percent (about 780,930 persons on an annualized basis) actually participated in training during the transition year. Because of the proportionately small number of participants compared with eligibles, the issue of selection becomes significant.

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[3] The following information is drawn from the Westat, *Final Report*, pp. 5-1 through 5-29, and an article by H. Allan Hunt, Kalman Rupp and Associates, entitled "The Implementation of Title IIA of JTPA in the States and Service Delivery Areas: The New Partnership and Program Directions" (see esp. pp. 88-91), from the *Proceedings of the Thirty-Seventh Annual Meeting*, Industrial Relations Research Association, December 28-30, 1984. The information contained here is a preliminary response to the Commission's legislative mandate (Sec. 106 (f)) to evaluate the impact of performance standards (intended or otherwise) on the choice of who is served, what services are provided, and the cost of such services in service delivery areas. A more detailed analysis of the data will be provided in a separate report.

The number and mix of program participants are dependent upon decisions that program operators make, but also on less obvious factors such as self-selection. Not all eligibles apply for training. Some are poor but already employed either full- or part-time; others are not in the labor force, have family responsibilities, or are too old or too sick to benefit from the training. Therefore, a straight comparison of the eligible population and participants is not a valid indicator of any particular program selection bias.

Nevertheless, Westat analysts found that youths and minorities are *over*represented in the participant group, relative to eligibles, while older workers are *under*represented. Measurements of family income and unemployment experience show that participants are more disadvantaged than eligibles; in fact, multiple regression techniques "indicate that unemployment is the single most important predictor of participation among eligibles. However, participants tend to be less disadvantaged than eligibles as measured by educational attainment."[4] The analysts concluded that, while their data "suggest the presence of complex selection processes," they "do not support any simplistic notion of 'creaming' by JTPA. People with serious labor market difficulties, as evidenced by lengthy unemployment spells, dominate the JTPA participant group."[5]

Data for youth participants and eligibles were found to be consistent with these findings, with two exceptions: both Hispanic youths and AFDC recipient youths are underrepresented among all youth who participated (although Hispanics are proportionately represented among adults). By age categories, the data also show that 14- to 16-year-olds are underrepresented, while 17- to 20-year-olds are overrepresented when compared to eligibles.

C. Participant Selection Issues

1. Targeting

About 80 percent of the SDA's report that they are targeting services on special groups such as the handicapped, veterans, or older workers, which are not required to be reported nationally. The average number of specific groups that were targeted in each State was three and in each SDA, just over three, according to the Westat survey for DOL.[6] A summary of what is known about primary target groups follows:

Welfare Recipients: Although no specific numerical goals for enrollment of welfare recipients were established in the legislation, the Act did require equitable representation according to the incidence of AFDC recipients in the general population. Moreover, reductions in welfare dependency constitute one of the stated goals of the program and a measure of its overall performance.

The focus on welfare recipients was readily accepted by local governments and most PIC's who realized that not only did this group have a steady source of income and access to various supportive services while they were in training, but placement would result in the saving of public funds and the addition of tax dollars to local revenues. As a result, most SDA's exceeded their goals for serving welfare recipients in JTPA, and, in some SDA's, they composed the majority of those served.[7] One problem that has been reported, however, is the consideration of OJT wages as income by local officials, in determining eligibility for public assistance. The result is usually an extreme disincentive for welfare recipients to enroll in JTPA. This practice also reported to the Commission at its SJTCC meetings as an issue of some concern to local JTPA administrators who are required under the Act (Sec. 203) to provide services to AFDC recipients "on an equitable basis" and who are generally eager to recruit welfare recipients for OJT programs.

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[4] Hunt, Rupp, and Associates, *op. cit.*, p. 89.
[5] *Ibid.*, p. 91, and Westat, *Final Report*, p. 5-9.
[6] Westat, *Final Report*, pp. 5-12 and 5-13.
[7] MDC/Grinker-Walker, *Final Report*, pp. 29-30.

Youth/High School Dropouts: JTPA requires that 40 percent of each SDA's allocation be spent on services to youth between the ages of 16 and 21 (services to 14- and 15-year-olds may now be counted if they are enrolled in pre-employment skills training). According to Congressional staff who drafted the legislation, the requirement was expressed in terms of expenditures rather than participants in order to make certain that adequate resources were directed toward preparing young people for work. The requirement also reflected serious concern in the Congress about the very high levels of minority youth unemployment and the finding that basic literacy skills were often lacking, particularly among high school dropouts, whose numbers appear to be increasing.

The Act requires that "eligible school dropouts shall be served on an equitable basis, taking into account their proportion of economically disadvantaged persons sixteen years of age or over in the area" (Sec. 203 (b)(3)). This provision does not specify the age of the dropout, resulting in a high proportion of eligibility in some rural areas in particular where the level of schooling is not high. Nevertheless, most JTPA administrators focus their services to dropouts on youth, particularly in response to the 40-percent youth expenditure requirement.

Meeting this 40-percent requirement turned out to be very difficult for many SDA's during the initial transition period, and, although more SDA's increased their youth expenditures in PY 1984, the 40-percent requirement was still not universally achieved. (See Table 4.) Among the reasons cited by program administrators are a lack of eligible youth in a local area and problems recruiting and motivating young people to participate. Many of the SDA's requested and received State-approved adjusted youth expenditure requirements, based on local demographics. Another problem appears to be the low cost of programs. The Federal performance standard for expenditures per positive youth termination is set at $4,900, while the actual cost per positive youth termination in the transition period was $3,145 and in PY 1984 was even lower at $3,037. In general, despite these difficulties, evaluators for the MDC/Grinker-Walker study found less concern expressed by SDA administrators about meeting the 40-percent requirement than about targeting and improving program content, however.[8]

Table 4.

JTPA Title II-A Youth Expenditures During Initial Operating Periods in 25 Sample SDA's

Item	Transition Year	PY 1984
Youth Expenditures as Percent of Actual Title II-A Expenditures (Youth and Adult)	35%	39%
Youth Expenditures as Percent of Total II-A Allotment (Youth and Adult)	25%	27%
Youth Expenditures as Percent of Total 40% Allotment (Youth only)	63%	68%

Source: Grinker Associates, Inc., *Final Report*, Table II-H, p. 32. Figures are based on findings from a representative sample of 25 service delivery areas nationwide.

In PY 84, to increase the emphasis on youth programming, these evaluators reported that, among various SDA's, there was an attempt to target more closely on subcategories of youth such as high school dropouts, adolescent parents, and other troubled young people, and to implement exemplary programs for youth, including tryout employment, pre-employment services, and multiple-component programs that include OJT, work experience, and support services. The Houston PIC, for example, was reported to have increased its proportion of young high school dropouts among program enrollees from 20 percent in the transition year to 46 percent in PY 84. Similarly, the State of Vermont waived the 500-hour restriction on entry employment experience for out-of-school youth and thereby increased its youth expenditure rate from 20 percent to 40 percent. In addition, sites that had not already implemented a system for measuring youth employment competencies worked more diligently to develop such a system.[9]

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[8] *Ibid.*, p. 32. See also, Westat, *Final Report*, pp. 7-1 to 7-25, and NAB, *1985 Survey*, pp. 57-58.

Most PIC chairs and SDA directors in the 1985 NAB survey considered the attainment of youth competencies as a legitimate goal for youth programs in their SDA's. Some who disagreed, however, believe that all programs, including those for youth, should be placement-oriented and that the attainment of youth competencies could not be adequately measured. Still others feel that the JTPA system cannot afford to make up for the shortcomings of the educational system. About 90 percent of the PIC respondents indicated that their PIC's had either already established youth competencies or were in the process of developing them. Less than 5 percent said that the PIC had established no youth competencies and had no plans to develop them.[10]

There was, however, some caution exhibited by local PIC's who were wary of starting programs that often had more components than programs for adults, that might be of longer duration, required more resources, and could entail greater risk of failure than regular JTPA programs. Reflecting this concern, many of the programs that did serve dropouts and other hard-to-serve youth were funded by State JTPA offices with the 8-percent setaside funds aimed at increasing coordination between education and employment and training.[11]

Amendments to JTPA enacted in the fall of 1986 will make it somewhat easier for SDA's to meet their 40-percent youth expenditure requirement by allowing SDA's to count toward that requirement the cost of services to 14- and 15-year-olds who are enrolled in pre-employment skills training.

Older Workers: As the characteristics data for JTPA show, only 3 percent of the participants in JTPA during PY 1984 were age 55 and older. In addition, many States have reported difficulties in expending all of their 3-percent setaside funds for older worker programs. There are a variety of reasons why older workers may not be well represented in JTPA programs. In some cases, recruitment may be difficult because workers 55 and older may not be interested in training for full-time jobs. In other cases, administrators of programs may place more emphasis on recruitment of prime age adult workers to increase their placement rates. Whatever the reasons, older workers currently represent only a small portion of participants in Title II-A programs.

Women: A special study of women in JTPA, conducted for the U.S. Department of Labor's Women's Bureau by Grinker-Walker and Associates, through NCEP auspices, found that most SDA officials believed that the enrollment of women has been in proportion to their representation in the local population. Characteristics data indicate that women are actually slightly underrepresented, but by only a small proportion to their incidence among eligibles (52 percent vs. 55 percent). Moreover, the participation of women increased relative to their eligibility during the course of the study as procedures for referral of AFDC recipients (most of whom are women) became functional.[12]

The legislation requires that efforts "be made to develop programs which contribute to. . .overcoming sex-stereotyping in occupations traditional for the other sex" (Sec. 141 (d)(2)) and suggests that consideration be given to the development of programs for displaced homemakers and teenage parents (Sec. 203 (a)(2)). Only one SDA visited in the Grinker-Walker survey of women made non-traditional training for women a high priority. Most SDA's funded only small programs, if any, and these were mainly in apprenticeship trades. Although one-third of the sites had contracts that provided training in nontraditional occupations, none exceeded 2 percent of the SDA's budget for training. As Table 5 demonstrates, however, in SDA's in which placements of women in non-traditional occupations occurred, the average wages achieved by these women exceeded wages

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[9] MDC/Grinker-Walker, *Final Report*, p. 33. See also, Westat, *op. cit.*, pp. 7-9 through 7-11.

[10] NAB, *1985 Survey*, pp. 58-59.

[11] MDC/Grinker-Walker, *op. cit.*, p. 34.

[12] *Ibid.*, pp. 34-35, and Grinker, Walker & Associates (Katherine Solow with Gary Walker), *The Job Training Partnership Act Service to Women* (New York, 1986).

Table 5.

JTPA Title II-A Entered Employment Rates and Wage at Placement by Sex and for Women in Non-traditional Jobs

Standard/Sex	Sample Service Delivery Area 1	 2	 3	 4
Entered Employment Rate				
Male	85%	76%	63%	53%
Female	83%	68%	51%	47%
Women in non-traditional jobs	10%	3%	9%	19%
Average Wage at Placement				
Male	$5.73	$5.16	$5.18	$4.68
Female	$5.39	$3.97	$4.53	$4.64
Women in non-traditional jobs	$6.61	$5.42	$4.64	$4.64

Source: Katherine Solow with Gary Walker, Grinker, Walker & Associates, *The Job Training Partnership Act Service to Women* (New York, 1986), Tables II-C and II-D, pp. 26, 33.

for women generally and, in some cases, for men.

Vocational counseling to help women explore non-traditional career opportunities was also not very apparent in most sample SDA's. Similarly, special projects that served teenage parents and displaced homemakers were even more limited. Finally, it was noted that support services, especially day care, received low funding priority at the majority of the SDA's.[13] The Grinker-Walker study concluded that State-level direction and incentives appeared to be a necessary ingredient in influencing every local SDA that placed a high priority on services to women.[14]

Similar patterns of program services and support for women in JTPA were reported in studies prepared by MDC, Inc., for the Ford Foundation and by the League of Women Voters' Education Fund. Both studies also found some disillusionment with the strategy of seeking PIC membership for women's organizations and program operators during the early phase of JTPA implementation. The MDC evaluators found that SDA's that relied on the female members of the PIC's to look out for the needs of women were not as successful at meeting women's training needs as SDA's that included community groups with hands-on experience in training women as planning partners. The study concluded that dissemination of successful program models would be helpful in meeting the special needs of women under JTPA, and a compendium of these models was included in the report.[15]

The League of Women Voters' study cited the Act's requirement that PIC members be owners, chief executive officers, or others with substantial policy or administrative responsibilities as the reason that more women were not represented on the local PIC's. Failure to promote non-traditional occupational training through vocational counseling and not using the full 15 percent of the budget for support services were additional shortcomings pointed out in this survey.[16]

In sum, women appear to be served nearly in proportion to their incidence in the eligible population, especially where an emphasis is placed on serving the AFDC population. In most instances, they are not encouraged to take training for non-traditional occupations, although most SDA's offer the training if female applicants pursue it aggressively. The lack of support services, especially child care, has been identified as a limiting factor in the ability of women to participate in training, especially if it is long term, although studies that cite this as a "problem" also note that child care is offered at most sites and fail to explain why the full amount of funding for support services (including child care) provided for in the Act is seldom used.

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[13] *Ibid.*

[14] *Ibid.*, p. vi.

[15] MDC, Inc., *The Job Training Partnership Act and Women: A Survey of Early Practices* (Chapel Hill, N.C.: MDC, February 1985).

[16] League of Women Voters Education Fund, *Women in Job Training: Implementation of JTPA in Selected Communities* (Washington, D.C.: LWVEF, January 1986).

2. Lack of Stipends

One of the questions that was of paramount concern to legislators and policymakers when JTPA was enacted was the effect that the lack of stipends and the restrictions on the availability of supportive services would have on recruitment for the program and its ability to serve the "most in need." The previous program had provided trainees with a stipend equal to the State or Federal minimum wage, whichever was higher, plus in many cases additional supportive services like child care, transportation, meal allowances, and, in some instances, necessary medical and dental care.

Under the Job Training Partnership Act, stipends are not an allowable use of funds, although "needs-based payments" and supportive services that are necessary to enable individuals to participate in the program are permitted (Sec. 204) within stringent cost limitations. (Sec. 108 limits the total cost for administration and other services to 30 percent of the SDA's allotment for Title II-A programs.) However, the Act permits expenditures for support services above this limit for any service delivery area if the private industry council requests it and the excess costs are due to certain conditions outlined in the Act (e.g., a higher than average unemployment rate, a job training plan that proposes to serve a disproportionately high number of hard-to-serve individuals, greater need for child care and/or transportation services, and lengthy training programs) (Sec. 108 (c)(2)).

Several studies and papers were prepared by groups attempting to determine in advance what the probable result of this change would be on participants and programs under the new legislation.[17] In an effort to be helpful to operators of the new program, the Commission offered a guide that outlined possible design options for non-stipended programs, which had been tried successfully under CETA.[18] The National Alliance of Business, Westat, Inc., and Grinker, Walker and Associates considered the impact of the limitation on participant support costs in their respective studies of JTPA, and, in addition, the former Chairman [now Chairman of the Full Committee] and the Ranking Minority Member of the Subcommittee on Employment Opportunities, House Committee on Education and Labor, asked the General Accounting Office to investigate the matter and report to the Subcommittee its findings.

Results from the GAO review are instructive. While GAO found evidence that JTPA programs served a higher proportion of high school graduates and students and a lower proportion of high school dropouts than CETA and that JTPA participants in general tended to receive less financial support and were more likely to be enrolled in on-the-job training, the investigators concluded that "the limitation on participant support costs was not the primary contributing factor." As evidence for this view, they noted:

> Service delivery areas generally received the waivers on cost limitations they requested; however, few requested them. In addition, although service delivery areas had at least 15 percent of their funds available for support costs, those responding to GAO's questionnaire spent an average of 7 percent.
>
> Service delivery area officials responding to GAO's questionnaire also said that the limitation had some impact on the type of individual served and the kind of training offered. But, because the areas spent less than half the minimum available under the act on support costs, GAO believes any changes that occurred may have been due more to the way the areas imple-

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[17] See, for example, Howard S. Bloom, *The Effect of Eliminating Allowances from Training Programs: Final Report* (Washington, D.C.: NCEP, May 1985).

[18] Nancy ReMine Trego, *Program Design Options for Non-Stipended Programs* (Washington, D.C.: NCEP, February 1984).

mented their program than to the legislatively imposed limitation.

GAO's findings (with which the Department of Labor concurred) resulted in no recommendations for corrective action.[19]

A slightly different perspective was provided by the MDC/Grinker-Walker studies. An early report, based on interviews with administrators in 57 SDA's during the autumn of 1983, when the program had just begun, noted that the majority (74 percent) "believed that the Act's limitation on support services and work experience, denial of stipends and high performance standards would make JTPA attractive only to eligible individuals with few service needs. It would attract those who were better educated, better off financially, better motivated, and more job ready. Thus, most SDA's judged that it would be difficult to construct a program under JTPA that would provide sufficient services and flexibility for those individuals 'most in need.' " Summarizing this view, one SDA administrator noted that "the tough cases," the ones that are "risky to deal with," will not be served under JTPA, because the program just "isn't set up to take those kinds of risks."[20]

This thesis continued through subsequent reports,[21] although the cause for serving those most job ready was attributed more to performance standards than to the lack of availability of stipends or support services. The *Final Report* concluded that "since service providers were subject to performance-based contracting, they tended either to screen out most applicants with support service need, or to avoid recruiting from sources which might produce such applicants. Thus, support services needs never matched the sums set aside for that purpose."[22]

The Westat findings suggested that there might be some truth to both sets of findings. Their first report (1984) on the transition year experience under JTPA suggested that program operators were making hard choices about how to use their limited resources ("Some operators say they are not able to serve 'bottom of the barrel' people anymore; they don't have the money. 'They used to serve everybody, even those with little potential, but that is no longer possible.' "). The second report (1985) found a split between SDA's, with one group believing that limitations on stipends and support services "effectively weed out program eligibles who are more interested in collecting a stipend than earning a skill" and another protesting that "the support limits are. . .unnecessarily restrictive" and "have hurt their ability to enroll youths and the 'more needy' adults," as well as having "'forced an abandonment of long-term training programs.'"[23]

Interestingly, the first group had been able to apply for waivers and take other steps (e.g., keeping administrative costs down through heavy reliance on performance-based contracting and using the money saved to pay stipends, generating outside funds for needed support payments, and moving stipend payments from the nontraining support category and including them as a training cost in fixed unit cost contracts) in order to provide additional support to trainees when it was necessary.[24]

In the final report, in fact, the Westat evaluators noted that "Only one SDA provided no supportive services and/or need-based payments," and in this one jurisdiction, assistance was provided by referrals to other agencies. Guidelines for payment were similar across the sample SDA's: Payment of 10 to 20 cents per mile was made for transportation to training or a flat weekly amount for trainees who traveled more than 100 miles a week; child care was either supplied by the SDA or reimbursed as a need-based payment, or a flat amount per week was paid for child care, with additional payments made for more than one child; a small hourly, daily, or weekly payment was made for class attendance (e.g., $1.50 per hour or $5 or $6 per day); lunch costs were paid for those in training 6 or more hours per day; and, in some cases, special one-time payments could be made for medical examinations required for employment, uniform purchases, eyeglasses, and other essential health aids.

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[19] U.S. General Accounting Office, *The Job Training Partnership Act: An Analysis on Support Cost Limits and Participant Characteristics* (Washington, D.C.: U.S. Government Printing Office, November 6, 1985), esp. pp. i-iv.

[20] MDC/Grinker-Walker, *Phase I*, pp. 105-106.

[21] See MDC/Grinker-Walker, *Phase II*, p. 31 and *Final Report*, p. 41.

[22] MDC/Grinker-Walker, *Final Report*, p. 41.

[23] Westat, Inc., *Early Service Delivery Area Implementation of the Job Training Partnership Act* (Rockville, Md.: Westat, Inc., June 1984), pp. 2-22 and 2-23; Westat, Inc., *Transition Year Implementation of the Job Training Partnership Act* (Rockville, Md.: Westat, Inc., January 1985), pp. 7-18 through 7-23.

[24] Westat, Inc., *Transition Year Implementation*, pp. 7-21 and 7-22.

These payments were generally restricted to individuals enrolled in training or basic education (OJT, work experience, tryout employment, or other training that supplied an hourly wage was not included) and to persons who did not have another form of support such as unemployment insurance benefits or AFDC or other public assistance payments. Only four of the SDA's in the sample had to rely on waivers to the 30-percent limitation on administration and supportive service expenditures, and all of them were rural areas that required substantial sums of money for transportation costs. Most of the SDA's queried did not anticipate any difficulty meeting the Act's expenditure limitations, and the highest percentage of funds used for needs-based payments and supportive services by one of the SDA's that had a waiver was 16.5 percent.[25]

Additional information about how SDA's have handled the limitation on hourly stipends and supportive services and its effect on clients can be found in the NAB survey for 1984 and two summaries of State activities (Michigan and Illinois). The NAB survey data indicated that over half of the SDA's that responded provided hourly stipends and/or cash payments to their participants. The minimum wage was frequently the base for hourly stipends, while $30 per week was often quoted as an average cash payment. Such payments were frequently limited to particular groups such as in-school youth engaged in work experience or participants who could demonstrate substantial need. Hourly stipends were provided to all enrollees in only 2 percent of the SDA's, and other types of cash payments were offered to all participants in only about 5 percent of the cases. Cash payments were more common than hourly stipends, and these too were restricted to particular individuals, usually those who could demonstrate need.[26]

A study of JTPA in Illinois argues that restrictions on support services have had an adverse impact on programs, particularly in their ability to enroll disadvantaged women, although the data are not adequate to support a definitive finding. The fact that the State fell below its target of service to women and five SDA's were more than 15 percent below their plans is thought to reflect the lack of child care services, which was cited in a separate service provider survey as one of the chief causes for client attrition and failure to be placed.[27] This finding, it should be noted, is similar to that of the League of Women Voters' study on women in JTPA, although it too was based on a broad interpretation of available information.[28]

The Michigan study, based on a phone survey of all 26 SDA's in the State during January and February 1985, noted that most of the SDA's relied heavily on referrals to other agencies for support services, especially the Department of Social Services. In 4 of the 26, referral constituted the only source of services for JTPA clients. The author noted, as did the other evaluators, that SDA's are not spending the allowable amount available for support (although one conclusion from the study is to increase the amount of funds available for this purpose), and in some SDA's the amount was as little as 3 percent or less of the total annual budget. To some extent, the actual amount of funds expended for support services is hidden, however, since 73 percent of the SDA's do some performance-based contracting, which includes support services as part of the contract and/or choose their vendors on the basis of their ability to provide services.

The author further notes that lack of transportation is cited by 13 percent of the JTPA program non-completers as a reason for termination. Both child care and transportation are expensive services, and where they are not readily available in a community, they are hard to supply within the cost limitations. Lack of income is also thought to preclude some from participating, but no data is available on why those who are eligible do not enroll. Most of the SDA's in the study indicated that they could meet the performance standards in the Act by using the supportive service delivery system that they now have.[29]

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[25] Westat, Inc., *Final Report*, pp. 5-24 through 5-29.

[26] NAB, *1984 Survey*, pp. 16-17.

[27] Gary Orfield and Helene Slessarev, *Job Training Under the New Federalism* (Chicago: University of Chicago Press, 1986), pp. 228-229.

[28] See LWVEF, *Women in Job Training*, p. 5.

Taken together, all of this information seems to support the view that SDA's are *not* finding the Act's limitations on support costs and needs-based payments to be a hardship in serving the disadvantaged under Title II-A of JTPA. Early fears that program operators would not be able to attract and serve disadvantaged persons in training because of these limitations appear to be unfounded, according to available program characteristics data and evidence from evaluations. Nevertheless, there are elements of the current program, which may be attributed to the curtailment of stipends and support services, such as the relative brevity of training programs and the active recruitment of persons who have a separate source of maintenance such as UI or public assistance. There is also the so-far unanswerable question of how many individuals may select themselves out of the program because of the knowledge that they will not be provided with stipends.

Those who argue that more support services and larger stipends are necessary, however, must counter the fact that SDA's in general are not spending up to the limit provided for in the Act for needs-based payments/support services and that waivers are available and have been successfully obtained by those SDA's that wish to serve a more disadvantaged clientele or that have extraordinarily high child care costs. The question of whether women with children are being adequately served under JTPA has been addressed by several studies critical of JTPA, but so far those who argue that such women are not adequately served have not presented incontrovertible evidence to support their claim.

The "bottom line" of the evidence available to date appears to be that limitations on needs-based payments and support costs have not had the ill effects on the program that many feared when the law was enacted and that in its provision for waivers the law contains sufficient remedy for responding to any special needs that exist in a particular local community. As in the case of performance standards, the local partnerships have the discretion and the flexibility under the Act to make of the JTPA program what they choose and to serve even those with special difficulties in the labor market. Some local service delivery areas have made use of this flexibility to direct their services to multi-problem clients. Others have been more reluctant to take advantage of this flexibility. No comparisons of program outcomes for these two groups have yet been made and so no definitive statement about the impact of the lack of stipends is possible at this time.

II. Program Services

A. Types of Training

The Act gives considerable latitude to localities in designing programs for youth and adults. It lists a total of 28 separate kinds of services that may be provided with JTPA funds (Sec. 204), plus "exemplary youth programs," which may include "education for employment programs," "pre-employment skills training programs" for youth aged 14 and 15 (up to 200 hours), "entry employment experience programs" (no more than 500 hours), and "school-to-work transition assistance programs" (no more than 250 hours). (See Sec. 205.)

The Act *prohibits* public service employment of any kind (Sec. 141 (p)) and permits subsidized employment in the private sector or with public or private non-profit organizations (i.e., work experience) only as part of a tryout experience for economically disadvantaged youth between the ages of 16 and 21 (Sec. 141 (k)) or for adults who have been out of the work force for an extended period of time. For youth programs, employers are prohibited from refilling work experience positions if they do not hire the participant who completed the tryout period.

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[29] Elizabeth M. Giese, Michigan Department of Labor, "Job Training Partnership Act: Title II-A, Michigan Survey Report on Supportive Services, Summary" (Michigan, Bureau of Employment and Training, June 1985).

In addition to the specific training and related services that are provided to JTPA enrollees, SDA's may also offer potential enrollees such assistance as outreach, screening, intake, certification of eligibility, vocational and aptitude assessment, testing, vocational evaluation, counseling, referral, orientation, and preparation for job training. These kinds of pre-enrollment recruitment and screening activities are designed to make certain that applicants can benefit from training and that services are available that will meet their needs. They may, however, also be responsible for screening out applicants with greater service needs who might prove burdensome to service providers reimbursed through a performance-based contract. This criticism becomes more important if the outreach, recruitment, and screening responsibilities are decentralized to service providers, as was found to be the case in about one-quarter of the SDA's in the Westat study prepared for the U.S. Department of Labor.

B. Initial Program Assignments

The Job Training Longitudinal Survey (JTLS) quick turnaround reporting system summarizes information about a randomly selected group of 3,000 new enrollees and 3,000 terminees every quarter from a sample of 141 SDA's representing specific geographic areas around the country. National estimates are derived from the survey data, using weighted averages. According to the latest JTLS information for Program Year 1985, there were approximately 752,900 enrollees in the program. The initial program assignment is considered a preliminary classification of a participant's first assigned program activity, with five categories identified for reporting purposes:

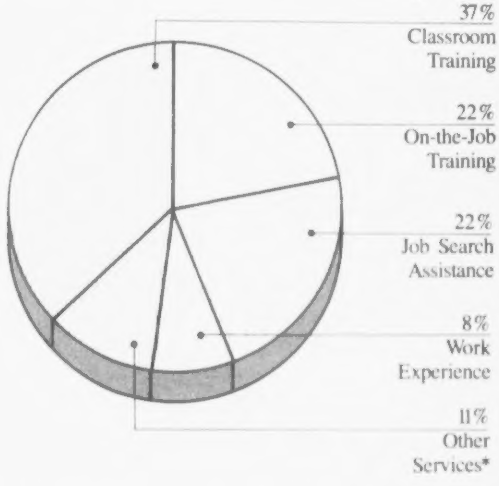
Classroom Training (CT): Basic education, occupational skills training, or a combination of the two. It is usually conducted in a school-like setting and provides the academic and/or technical competence required for a particular type of job.

On-the-job Training (OJT): Skill training in a specific occupation in an actual work setting. The necessary skills are learned by actually performing a particular job. These positions are usually established with the intention that the participant will subsequently become a regular employee of the employer providing the OJT. Employers are reimbursed for one-half of a trainee's wages for a period of up to 6 months.

Job search assistance (JSA): Any aid provided in locating, applying for, or obtaining a job. The assistance may take the form of job clubs; classes, clinics, or workshops in job search skills; labor mar-

Figure 12.

Initial Program Assignment of JTPA Title II-A Enrollees, PY 1985



*Includes such services as pre-employment skills, transition services, transportation assistance, vocational counseling, and personal counseling.

Source: U.S. Department of Labor, Division of Performance Management and Evaluation, Office of Strategic Planning and Policy Development, *Summary of JTLS Data for JTPA Title II-A and III, Enrollments and Terminations During Program Year 1985 (July 1985-June 1986)*, November 1986.

ket orientation; job development; job referrals; or relocation assistance.

Work experience (WE): Part-time or short-term subsidized employment designed to assist participants in entering/re-entering the labor force or in enhancing their employability. Included among those receiving work experience may be adults who have been out of the labor force for an extended period and youth who are attending school.

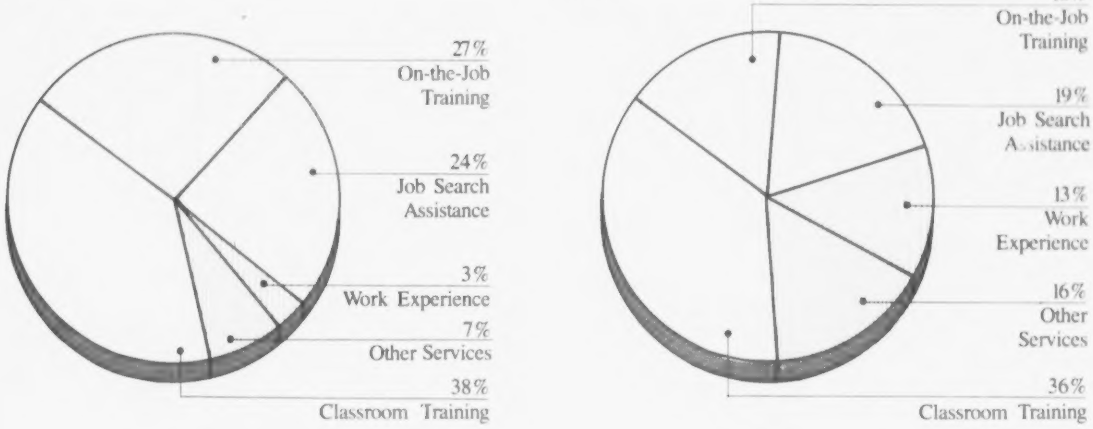
Other services: Services not classified in any of the other four categories. Counted in this group are persons who received services only (including transition services, pre-employment skills, transportation, or employment/training services), vocational and/or personal counseling, assessment services, or were placed in a holding status while training or other assistance was arranged.

Figure 13.

Initial Program Assignments of Selected Groups of JTPA Title II-A Enrollees, PY 1985

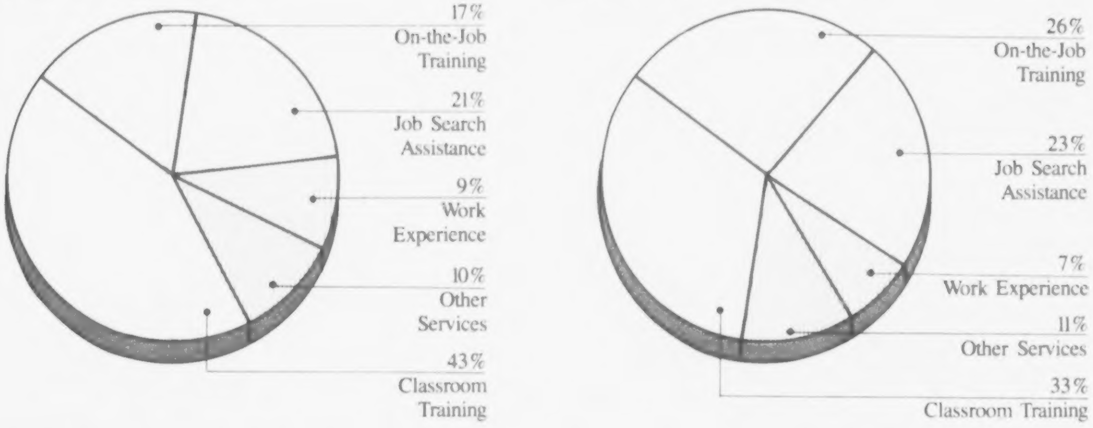
Adults

Youth



Recipients of Public Assistance

Nonrecipients of Public Assistance



Note: Percentage figures may not add precisely to 100 due to rounding.
Source: U.S. Department of Labor, *Summary of JTLS Data for PY 1985*, p. 6.

Table 6.

Characteristics of Enrollees in JTPA Title II-A Programs, by Program Assignment, in PY 1985

	Percent of Enrollees Within					
Enrollee Characteristics	II-A Overall	CT[1]	OJT[2]	JSA[3]	WE[4]	Other Services
Male	47	38	56	53	49	47
Minority	45	50	35	49	47	42
Under 22 years of age	42	41	30	35	73	62
Economically disadvantaged	92	92	91	91	94	91
Receiving public assistance	40	47	31	38	46	39
High school graduate	59	61	72	62	31	38

[1] Classroom training [2] On-the-job training [3] Job search assistance [4] Work experience

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, p.5.

Figure 12 presents summary data on the initial assignments of all new enrollees during PY 1985 (July 1985 through June 1986). More detailed information about particular enrollee groups (adults, youths, and public assistance recipients) is shown in Figure 13. Table 6 presents a breakdown of the initial program assignment for selected characteristics of enrollees.

As indicated in figures 12 and 13, classroom training was the most common initial assignment (representing more than one-third of the enrollment), followed by on-the-job training and job search assistance, each with about one-fifth of the total enrollment. For adults generally, the same order of assignments was typical, although the proportion of enrollees assigned to OJT was slightly higher than the average for all participants. For youth, however, work experience and other services were more common assignments than for other subgroups.

In general, classroom training included more women and persons with a high school diploma. OJT was comprised of higher percentages of males, whites, and high school graduates, as well as the lowest proportions of public assistance recipients and youths under age 22. Work experience and other services were provided to substantially larger percentages of youth and persons who were not high school graduates. However, work experience in general is limited by provisions in the Act that prohibit the expenditure of more than 15 percent of the Title II-A allocation to an SDA for client payments and more than 50 percent of any work experience wages.

C. Training Content

The Act provides (Sec. 141 (d)(1)) that training funds be used only for occupations that are in demand in the local area or in another area to which a participant is willing to relocate and that are in sectors of the economy that are likely to sustain demand and growth.

The Westat survey for the Department of Labor, based on data for PY 1984, looked more closely at training content to determine what occupations were being provided to participants. As the "backbone" of JTPA services, classroom training in the sample of 40 SDA's in 20 States provided a wide variety of training for over a hundred occupations. In many SDA's, however, there was a cluster of skills or occupational training provided. The most "popular" were general clerical skills, word processing and other computer usage, and, slightly less popular, secretarial training. Among the other specific clerical skills that were offered by somewhat fewer numbers of SDA's were general business, administrative/office systems, and office technology, plus for a somewhat lower skill level, cashier, bookkeeper, computer data entry, and general business.

A second group of relatively low-level skills was also commonly offered by SDA's. These included training for nurse's aides, food service, custodial/housekeeping, and home health aides. At somewhat higher skill levels, training was offered for building maintenance work, cooks, and licensed practical nurses.

Craft or operative work comprised the third category of most popular skills, including truck driving, automobile mechanics, automobile repair, welding, and installation of telephones, cable TV, and interconnect systems.

Only a few service delivery areas in the Westat sample offered technical or semiprofessional skills. Among those offered were construction skills such as carpentry, drywall installation, and roofing; general repair, including copying machines, appliances, electronics, and furniture; mechanics, including heating and cooling, structural and plant equipment; and a few factory assembly courses in needle trades and electronic, structural, and transferable production work. One SDA in the sample even offered training in the highly skilled work of machinists and engravers.

Less typical, but nevertheless available in some SDA's, were the following training activities: stenography, bank account processor, CRT/data processing, credit investigation, bank teller, computer operator, medical secretary; bartending, cosmetology, child care, landscaping, security guard, waitress/waiter; medical-diagnostic technician, pharmacy technician, reprographics; court investigator, electrocardiographic technician, and computer programmer/analyst.

Like the course offerings themselves, the amount of time for each course varied from a minimum of about 2 weeks to a maximum of 2 years in full-time college. Opportunities to enter a college curriculum were relatively rare and were usually handled on an individual referral basis. At least half the SDA's in the Westat sample offered classroom instruction for only 2 to 6 weeks, followed by job search and placement. The types of institutions offering training included vocational-technical schools, public schools, community colleges, 4-year colleges and universities, community-based organizations, skill centers, rehabilitation agencies, proprietary schools, other for-profit organizations, and unions. Customized training for individual employers is usually provided by for-profit companies and is frequently tied to local economic development efforts.[30]

Types of on-the-job training, of course, vary with the employer. The Commission in its outreach program has visited exceptional examples of training opportunities that provide a very high level of skill development; it has also witnessed some programs in which participants are given very little attention and taught only rudimentary entry-level skills. In both cases, the courses usually ran for the maximum of 6 months. Some SDA's permit employers very wide latitude in selecting their own OJT participants and establishing training programs. OJT is also a very useful tool for economic development efforts.

Work experience is similar to OJT in the variety of employers by whom it is offered. Youth entry employment experience, which includes tryout employment, is most typical because of restrictions in the Act. Many SDA's, however, do not offer any opportunities of this kind. Thus, of necessity, most employers who participate in the program offer relatively simple, entry-level jobs.

Job search as an identifiable activity may last 3 to 4 days or up to several weeks, but usually an average of about 2 weeks. Among the organizations offering this kind of activity are community-based organizations, the public Employment Service, or the SDA staff. Job search clubs are a common means of providing this service to clients. In some cases, job search constitutes the final activity for participants, which enables those who finish classroom training or other skill training activity to remain in a "holding status" while the search continues. In this way, fewer negative terminations are likely.

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[30] Westat, *Final Report*, pp. 6-8 to 6-18.

A fifth category of activity, which is not counted in JTLS, although it may be included as part of the classroom training activity is basic education. Enrollees in this activity are usually working to improve their basic educational skills, to earn a high school equivalency degree, or to improve their knowledge of the English language. In some cases, basic education is supported by 8-percent setaside funds from the State. In others, it may be funded with regular Title II-A funds as an adjunct or precursor to regular classroom skill training. Several SDA's in the Westat sample offered computer-assisted basic education, usually financed by the 8-percent funds.[31]

D. Special Programs for the Hard-to-Serve

SDA's are not required to develop courses for the hard-to-serve, and many do not. However, particularly as the program has matured, some SDA's have sought to recognize and accommodate through specialized programs the needs of hard-to-serve groups. Six-percent setaside funds may be used as incentives to motivate SDA's to develop these programs. Among the groups served in distinctive components are older workers, the handicapped, displaced homemakers, limited English speakers and refugees, welfare recipients and single heads of households, high school dropouts, offenders, substance abusers, and teenage parents. In some cases, older worker programs are funded out of 3-percent funds rather than regular Title II-A training monies. However, while some specialized programs are available and are growing in number, programs for the hard-to-serve are not yet common nationwide.

III. Outcomes and Costs

A. Program Terminations

During PY 1985, approximately 657,400 participants terminated from Title II-A programs. (See Table 7.) The program activity in which they were participating at the time of termination is shown in Figure 14. Nearly 60 percent of them were engaged in training—either classroom instruction (34 percent) or OJT (24 percent)—before being placed. Another 19 percent had received job search assistance; 8 percent were participating in work experience; and 15 percent had received other services.

Characteristics of Title II-A terminees are depicted in Table 8. Nine out of 10 were economically disadvantaged; females outnumbered males slightly; nearly half were minority; about 4 out of 10 were receiving public assistance, with a similar proportion under 22 years of age; and nearly 6 out of 10 were high school graduates.

The overall median length of stay for Title II-A participants who terminated during PY 1985 was approximately 14 weeks, or 98.8 days. Adults, on average, stayed about 1 week less than youth, while public assistance recipients stayed nearly 2 weeks longer than nonrecipients (Table 9).

The period of participation by terminees also varied somewhat according to the activity. The range was from a high of 19.4 weeks for work experience terminees to a low of 3.7 weeks for job search assistance. Terminations from classroom training occurred after an average of 18 weeks. Other services and OJT resulted in about the same length of stay at 14.5 weeks and 14.2 weeks, respectively.

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[31] *Ibid.*

Table 7.

JTPA Title II-A Enrollments and Terminations, by Quarter and Year

Time Period	Title II-A Enrollments	Title II-A Terminations	On Board at End of Quarter*
JTPA Transition Year			
October-December 1983	212,700	53,100	159,600
January-March 1984	202,500	95,100	267,000
April-June 1984	170,600	202,100	235,500
Total	585,800	350,300	—
Program Year 1984			
July-September 1984	173,500	110,400	298,600
October-December 1984	162,300	118,300	342,600
January-March 1985	203,400	131,500	414,500
April-June 1985	168,700	219,100	364,100
Total	708,000	579,300	—
Program Year 1985			
July-September 1985	195,100	140,600	418,600
October-December 1985	178,500	128,100	469,000
January-March 1986	213,600	142,000	540,600
April-June 1986	165,700	246,700	459,600
Total	752,900	657,400	—

*On-board estimates presented here should be treated with caution. Comparisons of JTLS Title II-A data for PY 1985 to administrative information obtained through the JTPA Annual Status Reports (JASR) have revealed that the JTLS estimate for terminations in PY 1985 was approximately 15 percent lower than that obtained from the JASR. This, compounded by similar discrepancies in previous years, leads to a PY 1985 JTLS "on-board" estimate that is 66 percent higher than the JASR figures. Reasons for the differences continue to be examined by DOL and Census Bureau staff.

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, p. 9.

B. Job Placements

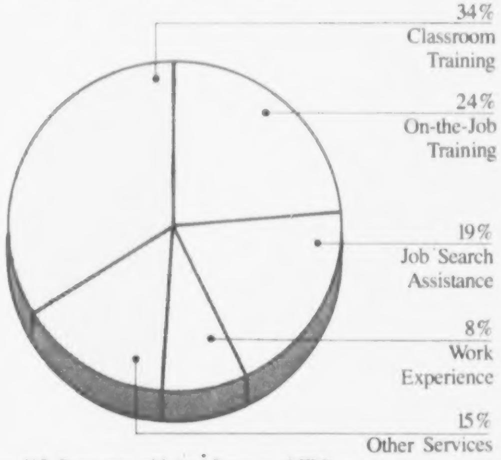
An estimated 407,700 persons out of 657,400 Title II-A participants who terminated from JTPA during PY 1985, entered employment at the time of termination. The entered employment rate for all participants was 62 percent in PY 85 (slightly less than the 64 percent rate experienced in PY 84). On-the-job training and job search assistance resulted in the highest proportions of job placement in PY 85, with entered employment rates of 76 percent and 75 percent, respectively. (See Table 10.)

The average hourly wage for terminees who were placed during the first three quarters of PY 1985 was $4.65, about the same as that for PY 1984 ($4.61). Average hourly wages at termination, by program activity, for Title II-A participants are presented in Table 11. There was virtually

Figure 14.

Program Assignment of Title II-A Participants at Time of Termination, PY 1985

Total PY 1985 Terminations from Title II-A Programs = 657,400



Source: U.S. Department of Labor, *Summary of JTLS Data for PY 1985*, p. 10.

Table 8.

Selected Characteristics of Title II-A JTPA Terminees, Program Years 1985 and 1984

Characteristic	Percent of Terminees PY 1985	Percent of Terminees PY 1984
Number (000's)	657.4	579.3
Male	48	49
Minority	47	46
Under 22 years of age	43	41
Economically disadvantaged	93	94
Receiving public assistance	41	42
High school graduate	58	61

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, p. 10.

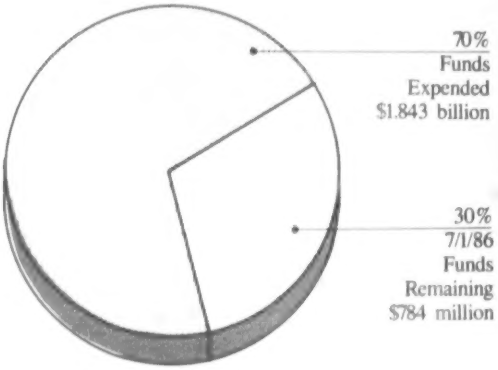
no difference in the termination wage for classroom training and OJT at $4.80 and $4.81, respectively.

Youth and public assistance recipients tend to earn lower wages at termination than adults and non-recipients. For young people, who usually are placed in entry-level positions and have the least experience, this is not surprising. In addition to placement, however, positive program outcomes for youth may include entry into a registered apprenticeship program, entry into the Armed Forces, return to school, entry into another employment or training program, and completion of a major level of education. The positive termination rates for youth terminees from various program components are shown in Table 12. For reasons unexplained, the positive termination rate for youth declined from 68 percent in PY 1984 to 64 percent in PY 1985.

Figure 15.

Program Year 1985 Title II-A Expenditures

Title II-A Availability = $2.627 Billion*



*Includes $741 million carry-in on July 1, 1985 and $1.886 billion appropriated for Program Year 1985.
Source: U.S. Department of Labor.

Table 9.

Median Length of Stay (in Weeks) for Title II-A Participants Who Terminated in PY 1985

	Median Length of Stay (in Weeks) For:				
Program Activity	All II-A Participants	Adults	Youth	Public Assistance Recipients	Public Assistance Nonrecipients
Classroom Training	18.0	18.9	16.8	19.3	17.0
On-the-job Training	14.2	14.1	14.5	14.5	14.0
Job Search Assistance	3.7	3.4	4.3	5.1	3.1
Work Experience	19.4	16.0	20.4	22.4	17.3
Other Services	14.5	13.6	15.3	14.7	14.4
Overall Program	14.1	13.6	14.8	15.4	13.2

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, p. 11.

Table 10.

Entered Employment Rates for Title II-A Participants in PY 1985

	Entered Employment Rates For:				
	All			Public Assistance	
Program Activity	Participants	Adult	Youth	Recipients	Nonrecipients
Classroom Training	54	59	48	49	59
On-the-job Training	76	79	70	74	77
Job Search Assistance	75	77	71	68	79
Work Experience	42	63	37	37	45
Other Services	52	70	40	50	52
Overall Program	62	70	51	57	66

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, p. 12.

C. Allocations and Expenditures

Appropriations for Title II-A activities have remained constant at around $1.8 billion since JTPA's inception despite large carry-overs from one program year to another. For Program Year 1985, as of June 30, 1986, there was a carry-in of $741 million, which when added to the $1.886 billion appropriation, gave a total funding availability of $2.627 billion for Title II-A programs. The amount spent as of July 1, 1986 was $1.843 billion, leaving a carry-over of $784 million. (See Figure 15.)

In the MDC/Grinker-Walker study, evaluators found that 22 of the 25 field sites did not expend their full Title II-A allocations for either of JTPA's first two operational periods. Sixteen of the 22 sites failed to expend even 75 percent of their total allocations for those periods. The average expenditure rate for all sites over the 2 years was 70 percent, with a drop in the average expenditure rate from the first to the second period, from 72 to 69

Table 11.

Average Hourly Wage at Termination for Selected Title II-A Participants, by Program Activity, PY 1985

	Average Hourly Wage at Termination For:				
	All			Public Assistance	
Program Activity	Participants	Adults	Youth	Recipients	Nonrecipients
Classroom Training	$4.80	$5.02	$4.37	$4.64	$4.91
On-the-job Training	4.81	4.98	4.37	4.53	4.94
Job Search Assistance	4.53	4.78	3.95	4.38	4.62
Work Experience	4.04	4.70	3.78	3.93	4.11
Other Services	4.40	4.82	3.92	4.39	4.40
Overall Program	4.65	4.92	4.15	4.48	4.74

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, pp. 13-14.

Table 12.

Positive Termination Rates for Youth[1] in Title II-A Programs, PY 1985 and PY 1984

	Positive Termination Rate for Youth	
Program Activity	PY 1985	PY 1984
Classroom Training	57%	62%
On-the-job Training	73	77
Job Search Assistance	77	74
Work Experience	61	58
Other Services	60	70
Overall Program	64	68

[1] Includes attainment of PIC-recognized youth employment competencies, entrance into non-Title II training, return to full-time school, and completion of a major level of education.

Source: U.S. Department of Labor, *Summary of JTLS Data During PY 1985*, p. 14.

percent. Shortened training programs, performance-based contracting, PIC concern for efficiency over expenditures, and increased reliance on low-cost services like job search are among the reasons cited for the low expenditure rates in service delivery areas.[32] While most JTPA administrators have not expressed major concern over the low rate of expenditure for Title II-A programs, prolonged underspending in the face of very high eligibility rates could eventually lead to some reassessment of JTPA's effectiveness in serving the poor.

IV. Impact of Performance Standards

A. Performance Measurement

As noted in an earlier section of this report, JTPA, unlike previous employment and training programs, requires an assessment of its own performance through the measurement of program outcomes. The "basic return on the investment," according to the Act, "is to be measured by the increased employment and earnings of participants and the reductions in welfare dependency" (Sec. 106). To make this determination for Title II-A training programs, the legislation requires the Secretary of Labor to define performance measures and prescribe numerical goals for factors such as numbers of participants placed and retained in unsubsidized employment, increased participant earnings, including hourly wages, and reductions in the number of individuals and families receiving cash welfare payments. For Title III displaced worker programs, the Secretary must base standards on the criteria of placement and retention in unsubsidized employment.[33]

In recognition that job placement may not be the most desired outcome for youth programs, the Act also directs the Secretary to develop appropriate standards for young people under the age of 21, such as attainment of PIC-approved youth competencies, completion of school, and enrolling in other training programs or apprenticeships or enlisting in the Armed Forces.

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[32] MDC/Grinker-Walker, *Final Report*, pp. 21-25.

[33] The National Commission for Employment Policy (NCEP) is required by the Act to advise the Secretary of Labor in the development of these standards and parameters for variations (Sec. 106 (f)). During the first 2 years of program implementation, the Commission worked closely with the Department of Labor to accomplish this objective. In addition to its representation on the DOL work groups, which formulated specific program standards for the various titles of JTPA, the Commission also advised the Secretary on particular issues through formal letters and informal communications. The Act further requires that the Commission evaluate the usefulness of performance standards as measures of performance and the impacts of such standards—intended or otherwise—on the choice of who is served, what services are provided, and the costs of such services in SDA's. In addition to the general assessment contained in this report, some work has already begun on a separate assessment of the impact of performance standards.

Because of the lack of historical data on which to base standards and measurements of long-term program success, performance standards for the first 6 years of JTPA are based on the employment and wage data at the time a participant terminates from the program. Followup data about the employment and earnings of participants 13 weeks after leaving JTPA is now being collected to assist in the development of performance standards to be applied in Program Year 1988.

To meet these various requirements, the Department of Labor developed seven measures and standards for youth, adults, and welfare recipients. Three of the standards—adult, youth, and welfare entered employment rates—focus on placement data at the time of program termination. Two others measure the cost per entered employment for adults and the cost per positive termination for youth. One standard measures the hourly wage paid to adults on the day of their hire into a job (average wage at placement). The seventh standard measures the youth positive termination rate, including all those who left youth programs for a job or who achieved other quantifiable measures of program success. Standards and results for the reporting periods from October 1983 through June 1986 are shown in Table 13, with placements and positive termination rates for youth and adults further illustrated in Figure 16.

At the request of an SDA, or at the

Table 13.

JTPA Title II-A National Performance Standards and Results, October 1985 - June 1986

	Transition Period 1984 (9 mos.)			PY 1984-85	PY 1985		PY 1984		PY 1986-87
Standard	Standard	Result	Difference	Standard	Result[2]	Difference	Result[2]	Difference	Standard
Adult									
Entered Employment Rate (Total)	58%	67%	9%	55%	70%	15%	69%	14%	62%
					69%	14%	67%	12%	
Entered Employment Rate (Welfare)	41%	55%	14%	39%	62%	23%	58%	19%	51%
					57%	18%	57%	18%	
Average Wage at Placement (Hourly)	$4.90	$4.85	−.05c	$4.91	$4.92	.01c	$4.87	−.04c	$4.91
					$4.93	.02c	$4.84	−.07c	
Cost per Entered Employment	$5,900	$3,326	−$2,574	$5,704	NA		NA		$4,374
					$2,953	−$2,751	$3,198	−$2,506	
Youth									
Entered Employment Rate	41%	55%	14%	41%	51%	10%	57%	16%	43%
					50%	9%	52%	11%	
Positive Termination Rate[1]	82%	63%	−19%	82%	64%	18%	68%	−14%	75%
					78%	4%	74%	− 8%	
Cost per Positive Termination	$4,900	$3,287	−$1,613	$4,900	NA		NA		$4,900
					$2,345	−$2,555	$2,560	−$2,340	

[1] Includes attainment of PIC-recognized youth employment competencies, entrance into non-Title II training, return to full-time school, and completion of a major level of education.

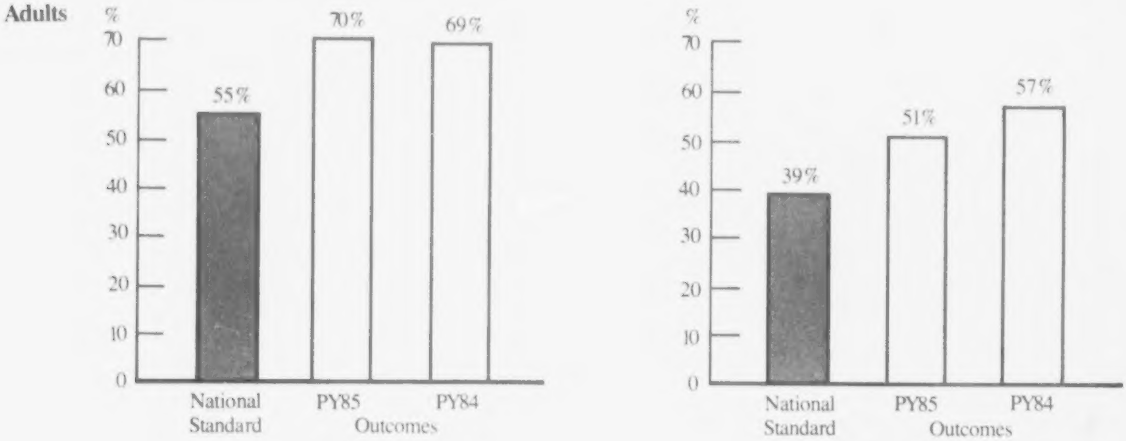
[2] Note that results for the five standards not related to costs that are shown above the line are derived from JTLS sample data for PY 1985. The JTLS report does *not* collect cost data at the State or SDA level. Percentage figures shown below the line are derived from the *JTPA Annual Status Report (JASR)* for each SDA and represent an average of all SDA's reporting during the period. These figures (including cost data) were developed in March 1987 and are subject to additional revisions by DOL as more SDA's report.

Sources: U.S. Department of Labor, Employment and Training Administration, *Summary of JTLS Data for PY 1985*, p. 16, and *JTPA Output Reports for June 1986*.

Governor's own discretion, any or all of the standards may be adjusted by the Governor for State and local conditions (economic, geographic, or demographic), characteristics of the population to be served, and the type of services to be provided (Sec. 106 (e)). The Secretary may also vary the standards for special populations served, including Native Americans, migrant and seasonal farmworkers, and ex-offenders. Existing standards may be modified not more than once every 2 program years, and such modifications cannot be made retroactive.

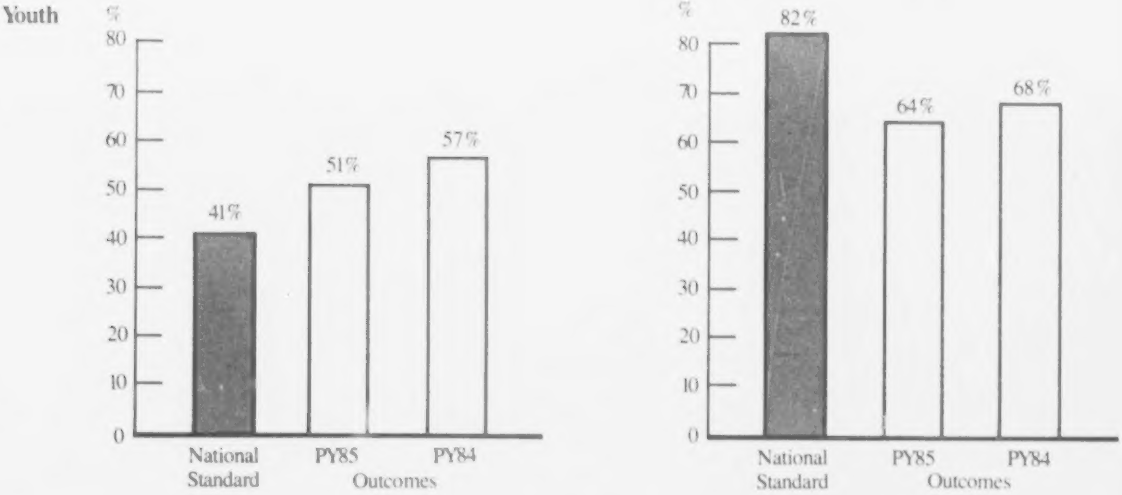
Figure 16.

Entered Employment Rate and Termination Rate for Adults and Youth, National Standard and Outcomes for Program Years 1985 and 1984.



Entered Employment Rate

Welfare Entered Employment Rate



Entered Employment Rate

Positive Termination Rate

Source: U.S. Department of Labor.

States are not required to report their performance beyond the basic standards mandated by the Secretary. States may add additional standards of their own, but no other measures are required for other target groups mentioned in the legislation such as high school dropouts, AFDC recipients, older workers, and the handicapped. Any tracking of these various subgroups is left to the discretion of State JTPA offices.

B. Potential Effects

Although the intent of performance measures was to assure that the JTPA legislation was implemented in a cost effective manner,[34] as the standards have been implemented, critics have charged that they lead to the practice of "creaming"—that is, selecting economically disadvantaged clients who can benefit most from short-term training rather than offering services to those JTPA-eligibles who require more, or longer, assistance.

In the view of these critics, the job placement and cost standards work together to cause SDA's to emphasize serving those with the least number of barriers to employment, thus ensuring a record of high placement at low costs. They further contend that because placement standards focus on short-term measurements, SDA's have not concentrated on the quality of training or the long-term career potential of the jobs in which participants are placed. Moreover, such standards—even though they can be modified—are thought to stifle creativity in the development of training programs and, in particular, in working with the hard-to-serve groups, who may have multiple problems to overcome before they are prepared to take a job. The overall result, according to these critics, is underspending as SDA's opt to hold back some of their training funds rather than spend them on programs or participants that have a questionable chance of success.

The counterargument offered by proponents of federally mandated performance standards is that they are, for all their potential shortcomings, a straightforward method of determining whether JTPA programs are meeting their bottom-line goal of getting jobs for economically disadvantaged and unemployed persons by providing them with reasonably priced training. These standards are seen as a particularly useful form of improving accountability, since they can be applied nationally and at the SDA level as a means of ensuring that individual contractors are monitored more carefully than under previous programs. As a bonus, advocates of performance standards argue that, without some means of identifying and measuring program "success," neither Congress nor the public will be able to determine how cost effective and successful the program really has been.[35]

C. Administrators' Concerns

PIC chairs and SDA directors show the same variability in their views of the impact and effectiveness of performance standards. For example, as part of its 1985 survey of 322 private industry council chairs and 329 service delivery area administrators, NAB asked if the respondents believed that their PIC's thought the current performance standards provide an adequate measure by which to evaluate JTPA. Answers were coded according to whether the respondents believed that the PIC volunteers felt that the standards are "fully adequate," "generally adequate," or "totally inadequate."[36] (See Figure 17.)

Less than half of each group of interviewees (47.8 percent of the PIC chairs and 40.2 percent of SDA staff) believed that current performance measures are totally adequate to evaluate local performance. Slightly more than one-quarter of the PIC chairs (26.7 percent) and almost one-third (29.3 percent) of the administrators said that their councils think the standards are generally adequate, but have concerns about some aspect of them. Among the specific reservations expressed were: the inability of current standards to measure the long-term impacts of the program; their changeability; their lack of mechanisms to take into account local client characteristics and economic conditions; and their negative effect on SDA's abilities to serve the hard-core disadvantaged. These same concerns were voiced by the almost one-quarter of PIC chairs (24.4 percent) and about one-fifth of the administrators (21.3 percent) who believed that the PIC thinks the standards are completely inadequate determinants of program success.[37]

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[34] House Report No. 97-537, 97th Cong., 2d Sess., p. 11.

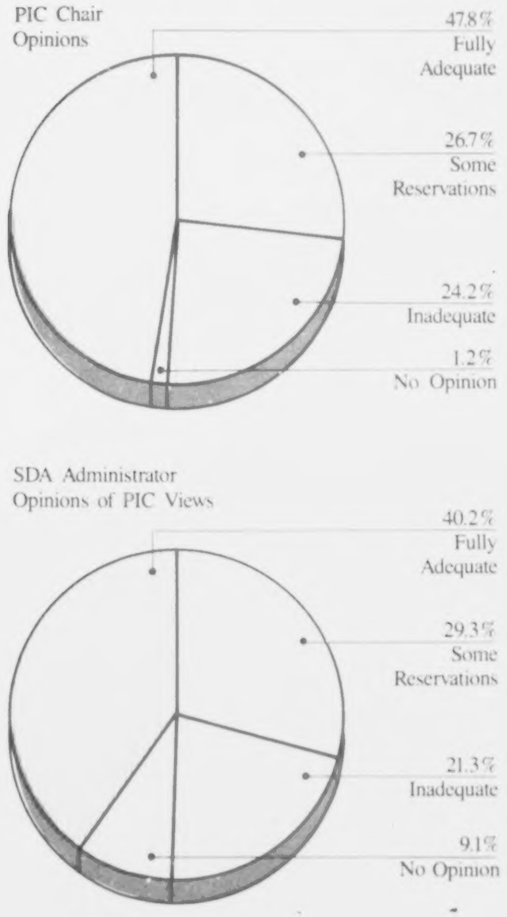
[35] The author is indebted to Elaine Brady from the National Alliance of Business for her very cogent and useful comparison of the NAB survey findings and the MDC/Grinker-Walker study and for her insights into the actual impacts of performance standards. See Elaine Brady, "A Comparison of the NAB 1985 Survey Findings and the Conclusions from the Third Grinker-Walker Report on the Impact of Performance Standards on the System and PIC Involvement in Youth Programs" (unpublished MS prepared for NCEP, 1986), pp. 1-3.

[36] *Ibid.*, p. 4, and NAB, *1985 Survey*, pp. 59-61.

Figure 17.

PIC Views on Performance Standards, as Indicated by PIC Chairs and SDA Administrators

Usefulness of JTPA Performance Standards:



Source: National Alliance of Business, *1985 Survey*, Figure V-5, p. 60.

Both the PIC chairs and the SDA administrators were asked what they believed the primary impact of performance standards was on their local programs.[38] (See Figure 18.) Answers that could be characterized as positive were offered by almost three-fourths (72.8 percent) of the PIC chairs and more than half (54.4 percent) of the SDA administrators. Forty-five percent of the PIC chairs and about one-third of the administrators said that the standards "improved accountability in all areas." Other favorable responses included that the standards improved participant outcomes, improved contractor performance, allowed the PIC to have more control over service providers, or caused the PIC/SDA to evaluate contractor performance more carefully.

In general, SDA administrators were more negative than the PIC chairs in their views of the impact of performance standards on programs. In comparison with only 12 percent of PIC chairs, slightly more than one-quarter of the SDA administrators (26.8 percent) characterized the primary impact of performance standards as negative in some way. Most of the interviewees who criticized their impact did so because they felt the standards put undue emphasis on placements or made it difficult for the service delivery areas to serve those most in need. Interestingly, about the same proportion of PIC chairs and SDA administrators (12 percent and 12.8 percent, respectively) believed that the standards had no real impact on their programs, since they would have made the same decisions even without the standards in place.[39]

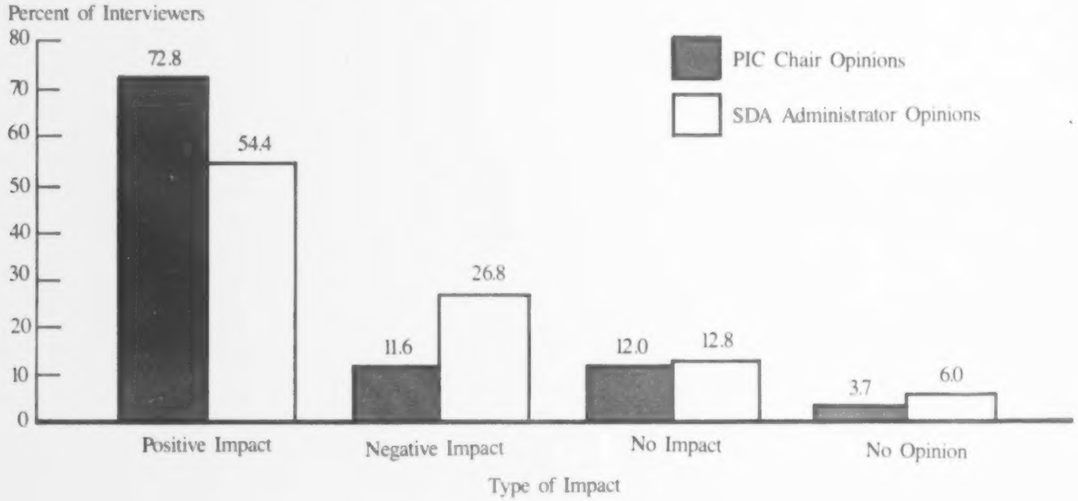
[37] *Ibid.*

[38] *Ibid.*

[39] Brady, *op. cit.*, pp. 4-5, and NAB, *op. cit.*, pp. 53-54.

Figure 18.

PIC and SDA Views About the Impact of Performance Standards on JTPA Programs



Source: National Alliance of Business, *1985 Survey*, Figure V-6, p. 61.

D. Observed Effects

Analysts have indicated at least five ways in which the performance standards are affecting JTPA programs. These are: the "psychological impact"; the SDA's expenditure rate; the types of participants served; the types of training and services being provided; and the types of contractors providing the training.

1. The Psychology of "Success"

Requirements for performance measurement were built into the program by legislators so that there would be some method of evaluating the success of the training. Program evaluations indicate that both SDA directors and PIC's have come to view the standards as goals to be worked towards and a means of "selling" the program to private business representatives and the community at large. As one, often critical, evaluation of JTPA states: "Most SDA's saw their ability to meet or exceed the majority of performance standards as a clear indicator of the JTPA program's early operating efficiency. They felt that achieving that efficiency, particularly regarding placement rates and cost per placement, was critical if federal support for employment and training programs was to be maintained."[40]

The importance of these standards for overcoming the aura of failure, waste, and abuse that, rightly or wrongly, surrounded previous Federal employment and training programs should not be underestimated. As one SDA staff director is reported to have said to an interviewer:

> Our first job was to prove that JTPA isn't CETA. That means to be efficient and avoid fraud and abuse. We've had no fraud and abuse. And our placement rates and costs beat the federal standards—that proves we're efficient.[41]

At 40 percent of the sites in the MDC/Grinker-Walker study, respondents noted that "the smooth transition from CETA to JTPA—achieved with no unfavorable publicity, no scandals, no serious break in services—was their greatest accomplishment." Several public officials indicated that as a result of the program, "government and business representatives had begun to understand each other's perspective, and this offered significant long-range potential for successful employment and training programming."[42]

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[40] MDC/Grinker-Walker, *Final Report*, p. 19.

[41] *Ibid*.

Certainly the continuing enthusiasm of many private sector members of the private industry councils and the willingness of these members to participate in marketing campaigns for the program with their peers in the community are an indication that JTPA has overcome whatever lingering doubts existed about the importance of the program and its utility in serving disadvantaged and dislocated workers. Most SDA's have made achievement and maintenance of private sector involvement in JTPA a top priority. As one SDA senior staff person is quoted in the report:

> When you get a man like John Hanson (PIC chairman and President of Solar Turbines, Inc.) to cut the ribbon on a program like Downtown Jobs, when you get Steve Garvey (San Diego Padres star performer) to co-chair the Hire a Youth program, you've raised public and private sector consciousness. You've got to till that field now if you expect to harvest later.[43]

In sum, there is a general consensus that the performance standards have had a positive effect in making the general public, as well as business representatives, see JTPA as an efficient source of employment and training services for the disadvantaged. This is an extremely important achievement, given the degree of public distrust that had attached to prior programs.

2. Expenditure Rates

A more negative program impact has been ascribed to the standards with respect to the low expenditure rates found in many SDA's. Large carry-overs in program year funds have occurred since the program's inception. (See Figure 15.) The MDC/Grinker-Walker study points to significant underspending of Title II-A funds in many areas. For example, 22 of the 25 field sites did not spend their total Title II-A allocation for the first two operational periods. In fact, the report notes that 16 of the 22 SDA's spent less than three-fourths of their total allocations over the entire period, and the average expenditure rate was 70 percent. Significantly, the average rate of expenditures actually declined over the 2 years from 72 percent to 69 percent.[44]

The authors attribute the underexpenditure to two principal causes: "a desire to meet performance standards by limiting programs to those in which results would measure up," and "a private-sector orientation to keep some money in reserve."[45] They argue further that these two factors together lead to an overly cautious approach in which only those participants and programs are funded that seem to guarantee "success." Since there are no standards for expenditure rates and success is judged in terms of high placements and low costs, there is no check against this tendency to keep expenditures low.

For the SDA directors and the PIC chairs, the low expenditure rates were not viewed as a problem or as the result of the impact of performance standards. The NAB survey turned up no one who made the connection between expenditures and standards. The general conclusion on the part of PIC's and SDA's (once the latter had gotten used to the new performance-driven system) together is that efficient use of funds is a desirable goal.

3. Creaming

The most critical comment made of the impact of performance standards is that they lead to "creaming," or directing services to the most job-ready with little consideration for the "most-in-need." The MDC/Grinker-Walker report makes the connection explicitly, and even the NAB survey found that opinion held by around 10 percent of the SDA administrators and just over 3 percent of the PIC chairs.[46]

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[42] *Ibid.*, p. 26.

[43] Quoted in *ibid.*, p. 28.

[44] *Ibid.*, p. 21.

[45] *Ibid.*, p. ii.

[46] Brady, *op. cit.*, p. 7; MDC/Grinker-Walker, *Phase II*, p. 31ff, and *Final Report*, p. 38ff.

The legislation requires that services be offered "to those who can benefit from, and who are most in need of, such opportunities. . ." (Sec. 141 (a)). The Act does not, however, define either term, and, in fact, this particular section is probably the clearest indication that the legislation was a bipartisan effort, arrived at with some difficulty, and containing some precariously balanced views of what is needed and what is possible under the new partnership structure.

Although the issue of creaming appeared frequently in conversation during the earlier phases of the MDC/Grinker-Walker study, it generated far less discussion in the final round of interviews and seems to have been settled satisfactorily in the minds of most local practitioners. In one SDA, an official stated: " 'We are simply not concerned with the issue. Performance-based contracting leaves us no alternative but to avoid the high-risk client.' " Another SDA's annual report to the Governor read:

> As it was legislated, JTPA deals with a very select group of individuals within narrowly defined parameters. We want to serve persons first, who are eligible, and secondly, who need what we have to offer. If we try to serve everyone in the same manner, we will end up serving no one well.[47]

However, these comments do not mean that local administrators are oblivious to the needs of "hard-to-serve" individuals who may have multiple problems, including some that are not strictly employment-related (e.g., health). What has appeared in some areas to deal with persons who have severe difficulties in the labor market are specialized efforts that focus a portion of JTPA funds on individuals who would clearly fall within the category of "most in need." Teenage parents, juvenile offenders, school dropouts, displaced homemakers, and persons with physical and mental handicaps are some of the targeted groups that have benefited from these special programs.[48]

Discussion with members of the State Job Training Coordinating Council and with other State and local officials show a similar concern for developing a "balanced" program that will meet performance standards but also serve some clients who might require a longer period of training or other special services. What appears to be less common, however, is any attempt by SDA's or States to modify the standards to take into account services for these special needs groups. Indeed, the general reluctance by State and local administrators up to now to take full advantage of the flexibility within the Act itself—specifically, provisions for requesting waivers to limitations on service costs and national performance standards—seems to be a major barrier to achieving a balanced program serving those who both need and can benefit from JTPA services.

4. Types of Training and Services

Another criticism offered about performance standards is that, because of their emphasis on placement rates, it leads to an over-emphasis on short-term training, OJT, and low-cost job search activities such as job clubs. These services, which cost less than most classroom training, are thought to lead to quick, but not necessarily long-term success for participants. (In the absence of post-termination data, of course, it is difficult to judge just how successful any placement has been.)

The MDC/Grinker-Walker study points out that the average duration of enrollment under JTPA is 12 weeks at the study sites in comparison with an average of 20 weeks of service under the previous program. Moreover, shorter training programs usually translate into lesser skill levels and, subsequently, lower wages at placement. (The authors note that most sample sites did not meet their average wage at placement goals, although they met or exceeded their adult placement goals.)[49] In one SDA, an official summed up what he saw as the emphasis on such short-term effort by stating that "a lot of what goes on is not training at all, but simply door opening."[50]

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[47] Quoted in MDC/Grinker-Walker, *Final Report*, p. 38.

[48] *Ibid.*

[49] *Ibid.*, pp. 43-44; Brady, *op. cit.*, p. 8.

Under JTPA, classroom training has continued at about the same level as under the previous legislation, but some of the programs now offered, such as computer programming and secretarial skills, have established relatively high entrance requirements. Some require a high school diploma or its equivalent (a GED) and, in the case of clerical training, some minimum level of typing ability.[51] These kinds of requirements have had the effect of raising the level of educational achievement among participants.

Remedial education, although it is considered a training program and not a "support service" under JTPA, was not offered universally among the SDA's studied in the MDC/Grinker-Walker review. There was, however, a slight increase in the amount of such training and the proportion of funds used for this purpose during PY 1984. In that year, 72 percent of the sites in the sample offered remedial education and allocated an average of 9 percent of their funds to it. (In some areas, these services are offered using funding sources other than JTPA.)

In contrast to the MDC/Grinker-Walker study, few of those interviewed for the 1985 NAB survey indicated any sense that program services were being negatively influenced by the effects of performance standards. Only 4.7 percent of the PIC chairs and 14.6 percent of the SDA administrators believed that the standards "had caused the SDA to offer programs of short duration or increase those types of training programs where immediate job placement was most likely."[52]

The importance of post-program followup is shown in the divergence of opinion about the efficacy of long-term vs. short-term training and job search assistance. If reasonable results in terms of job retention and adequate wage levels are found in followup surveys, then shorter-length training will obviously have been more cost effective. Until more post-program information is gathered, however, the fact that placement goals are being met diminishes the arguments against the use of short-term training since there is as yet no conclusive evidence that the jobs obtained are any less desirable than those obtained by trainees in prior Federal programs. In particular, the record of OJT as the most effective type of training in terms of placement and initial wage makes its increased emphasis under JTPA a plus factor in most cases.

5. Contractor Selection

The fifth and final impact of performance standards is thought to be seen in the choice of contractors to provide training and other services under JTPA. The MDC/Grinker-Walker report contends that SDA's select those contractors who are willing to enter into unit-cost performance-based contracts in which some portion of the payment is based on results, usually expressed in terms of placements. This, in turn, according to the authors, influences contractors to take only those individuals who are the most motivated and have the least barriers to employment. From an efficiency standpoint, these kinds of contracts are preferable to others that are not performance-based. However, they may not be meeting the aims of the program itself.[53]

Again, in contrast to this argument, the 1985 NAB survey found that only about 2 percent of the PIC chairs and 3 percent of the SDA administrators who were interviewed cited performance standards as having any significant effect on the use of performance-based contracts.[54]

As in the case of participant selection, more information needs to be gathered to determine the actual impact of performance standards on contractor selection and contractor behavior regarding screening and services offered. It is likely that training providers who enter into performance-based contracts have an economic incentive to select participants who they believe will do well in the program. Whether this has an important effect on program operations and whether this is any more likely to occur under JTPA than under prior Federal programs are questions which cannot be answered conclusively with current data.

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[50] MDC/Grinker-Walker, *Final Report*, p. 44.

[51] *Ibid.*, p. 45.

[52] Brady, *op. cit.*, p. 8.

[53] *Ibid.*, p. 8; MDC/Grinker-Walker, *Final Report*, pp. 43-44.

[54] Brady, *op. cit.*, p. 8.

E. Youth Standards

Three of the Federal performance measures established by the Secretary of Labor focus on youth. They are the youth entered employment rate, the youth positive termination rate, and the youth cost per positive termination. Most States elected to use the three measures established at the Federal level, although they also calculated the standards using the DOL regression formula. The few States that have offered some variation added to the three basic measures in some way. For example, several added minimum service levels to school dropouts before an SDA could receive an incentive award from the 6-percent setaside for that purpose. In the States that modified the three national youth performance measures, the youth positive termination rate was reduced and/or the youth cost per positive termination standard was increased, making it easier to achieve minimally acceptable performance levels.[55]

Youth competencies, which are measurable goals other than job placement that are established by PIC's, may by law be used as positive termination measures. Four such measures have been suggested by the U.S. Department of Labor, including pre-employment skills (e.g., problem-solving, job seeking, and job getting), work maturity skills (e.g., dependability), basic education skills (speaking, writing, computation), and job specific skills (e.g., typing). In PY 1985, the Department of Labor began collecting information on its annual report about the number of youth who terminated from JTPA after achieving PIC-approved competencies. The decision to begin collecting this information, which the Commission had long supported, was, in part, an effort to indicate to project administrators that the development of job-related skills by young people is at least as important as finding a job. A proposal to collect additional information on the need for competency development and its attainment was disapproved by OMB in the summer of 1986, however, despite an appeal by DOL.

The 1985 NAB survey found that the attainment of youth competencies was considered a legitimate outcome for youth by 85 percent of the PIC chairs and three-quarters of the SDA administrators who were interviewed.[56] Reflecting this view, youth competency systems are now in place in most SDA's, although it took some time to develop them. In cases where they are not in place, that fact often reflects the PIC view that placement ought to be the goal of all programs, including those for youth, and that other forms of positive terminations take the impetus away from the placement goal. In a few States, some friction has developed between the State and local SDA/PIC's because of the local decision not to develop youth competencies. However, this situation is not common nationwide.

A GAO report, issued in February 1987, noted that most local programs now have some youth competency system in place, but they differ significantly in the areas of competency included and in criteria for youths to be reported as a program success from the attainment of competency. Since competency programs are locally determined and do vary from one area to another, the GAO report underscored the need for performance standards that can be adjusted to take into account these differences. "Otherwise," the report concludes, "less comprehensive programs, such as those providing only pre-employment skills training, will appear more successful than those providing training that includes basic education, which is more costly and harder for trainees to complete. Thus, incentive awards could discourage, not encourage, provision of the training money youths need."

The GAO report takes no position on whether a separate competency performance standard should be set, but if one is established, GAO does recommend that the collection of data on the extent to which all youth in competency training attained competencies, be the basis for its development. As noted in the section on reporting, OMB disapproved Labor's request to begin collecting that data in PY 1986 so such a standard could be set for PY 1988.[57]

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[55] Westat, *Final Report*, pp. 7-14 and 7-15.

[56] NAB, *1985 Survey*, pp. 58-59.

F. Preliminary Judgments

Most observers agree that performance standards, which are being met in many areas with little difficulty (except for below-average costs), have helped to establish the "image" of JTPA as an efficient, cost-effective program. Critics, however, charge that the standards have had undesirable effects on client selection (leading to "creaming" of the most job-ready); the length (short) and content (OJT, job search) of programs; and expenditure rates (below planned levels). On the other hand, results indicate that overall placement rates are high and that most PIC chairs and SDA directors who commented in a national survey are satisfied with program outcomes.

More information is needed to assess adequately the impact of standards on job retention and wages and on the behavior of service providers in selecting trainees and choosing services. However, it is apparent that in order to provide greater assistance to the hard-to-serve, local administrators have added some special programs for school dropouts, adolescent parents, displaced homemakers, and others with special needs. The problem of low expenditure rates is more pervasive and resistant to remedy, but the NAB survey indicates that neither PIC chairs nor local program administrators consider this a major "problem" under most circumstances.

One concern that has surfaced among both policymakers and legislators is the need to begin thinking about and developing performance standards that measure the longer range program results for JTPA. Both increased employment and earnings of participants and reductions in welfare dependency are considered important indicators of a positive return on tax dollars expended for the program. Additional data will need to be collected before these standards can be developed, however. Some of the information on post-program employment activity is called for on the revised reporting form adopted by the Department of Labor for PY 1986. Other information to help determine the extent of welfare dependency reduction is still needed, as is the information recommended by GAO if a decision is made to develop a separate competency standard for youth.

The Congress has also specifically asked the National Commission for Employment Policy to assess the true impact of performance standards on the choice of who is served, what services are provided, and the cost of services (Sec. 106 (f)). Research has been planned by the Commission to respond to these questions. Certainly, there are many bits of evidence to support varying opinions that are accumulating in the various national evaluations and other JTPA research that has already taken place. However, a definitive answer, based on careful analysis of all the data available and additional information gathered for the purpose of addressing the specific issues, has not yet been determined.

Part B: Summer Youth Programs

I. Legislative Requirements

The Act provides for summer programs to serve disadvantaged youth. The legislation defines youth as those aged 16 to 21, except that 14- and 15-year-olds may be included in summer programs, if appropriate and they are included in the job training plan for the local area.

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[57] U.S. General Accounting Office, *Report to Congressional Requesters, Youth Job Training, Problems Measuring Attainment of Employment Competencies* (Washington, D.C.: February 1987), p. 3.

Funds for the program may be used for basic and remedial education, institutional and on-the-job training, work experience programs, employment counseling, occupational training preparation for work, outreach and enrollment activities, job search and job club activities, and other employment or job training activity that will prepare young people for work or place them in jobs. Funds may also be used for supportive services necessary to enable eligible youth to participate in the program.

Amendments to JTPA enacted in October 1986 provide for a statement of purpose to be added to the summer program. Further, service delivery areas will now be required to assess the reading and math skill levels of program participants and to describe in their local plans how they shall spend funds for basic and remedial education. Each SDA will be required to establish written goals and objectives for the program, such as improvement in school retention and completion, academic performance, and employability skills, as well as demonstrated coordination with other community service organizations. SDA's within local school districts that operate on a year-round, full-time basis are also authorized to offer the summer program during vacation periods considered equivalent to summer vacation. Finally, in a related amendment, funds that are spent for pre-employment skills training for 14- and 15-year-olds may for the first time be counted toward the 40-percent youth expenditure requirement under Title II-A.

II. Participants and Expenditures

Very little information is collected on the summer youth programs except for the number of participants and level of expenditures. (New reporting requirements, beginning in October 1986, provide for the collection of characteristics data for summer enrollees.) As Table 14 shows, the expenditure rates have fluctuated slightly over time in response to supplemental appropriations and the addition of carry-in monies. The number of participants, according to budget plans, shows similar changes, responding in part to reduced funds, but also reflecting what is expected to be a slightly higher cost-per-participant rate, as remedial education and literacy training are added to the programs. The current program cost is about $1,000 or $1,050 per participant.

Table 14.

Summer Youth Employment Program Participants and Expenditures

Summer	Participants	Expenditures (000)
1984	793,100	$714,000[1]
1985	800,100	806,700
1986[2]	777,600	784,000
1987[3]	613,000	636,000
1988[3]	694,000	750,000

[1] Late supplemental added to program, resulting in carryover to the next program year

[2] Figures estimated, derived from budget reports

[3] Planned

Source: U.S. Department of Labor, Employment and Training Administration

III. Program Quality

There are very few evaluations of the summer youth program, and only one recent survey that focuses on the summer program under JTPA. Nevertheless, most criticism of the summer program over time has centered on the quality of the program assignments and the degree of supervision provided to young people who participate. Examples of excellent projects that teach useful skills under the direction of forceful, caring supervisors can be provided, just as examples of less successful projects that lack these qualities can be found. Like many components of JTPA, success or failure is largely dependent upon the capability and interest of local public officials and program administrators reponsible for the program.

The NAB survey for 1985 indicated that many private employers support summer youth employment programs by adding supplemental funds to the regular Title II-B allocation for their area. Twenty percent of the PIC's responding to the survey indicated that they supplemented regular programs, about half using funds provided by local or State governments and the remainder adding in private sector funds, as well. Most of these SDA's were located in large urban areas. Private sector funding ranged widely from a high of $750,000 to about $1,000, with a median of $50,000.[58]

The 1986 technical amendments to JTPA addressed a basic concern about the summer program, namely, the need to include basic skills and remedial education components in the program offerings as a means of preventing what research has shown is a loss in educational attainment, particularly for the disadvantaged, during the summer months. A study by the National Job Training Partnership, Inc., (NJTP) found that many SDA's were already providing educational services to summer youth participants, with participation rates in summer education components rising dramatically in the summer of 1985. The report indicated, however, that participation rates now appear to be leveling off at 20 percent, on average, of total enrollment, with most SDA's targeting such services on fewer than 15 percent of their SYEP participants.

The range in costs per participant is wide, according to this report, from $19 to $2,667, with a mid-point of $469. Reflecting these cost variations, there are great differences in program designs that reflect community needs and desires. Funding for the projects comes largely from Title II-A (about 86 percent in the sampled SDA's), with the remaining 14 percent derived from local education agencies and other sources. Among the reasons cited by administrators for the development of these programs are the need to respond to local employer needs, interest from local school systems, and the realization that basic skills are necessary for success on the job. Despite a real interest on the part of many localities to provide such services, a problem faced by all was overcoming the logistical difficulties of scheduling and providing transportation to a centralized location where the education could be provided. Another severe difficulty involved the resistance of many youth to summer classwork, which resulted in poor attendance and disciplinary problems.

Most of the respondents to the survey opposed any mandated fixed minimum level of expenditure for summer remedial education (a Senate proposal that was not enacted in the final amendments) because of the desire to maintain local flexibility in providing such services and because of a fear that it would drive up the cost of educational components, which are currently inexpensive in most areas, and force the restructuring of current program designs. It was also felt that such a mandate might lead to difficulties between JTPA agencies and local education agencies, which until now had proceeded satisfactorily on a voluntary basis.

The NJTP survey also addressed the issue of developing summer program performance standards. Most of the JTPA professionals who responded supported the concept, but felt that they should be developed with the understanding that measurement of skill gains from part-time, short-term program experiences can be imprecise, and the measures and standards should be adjustable locally to account for differences in youth characteristics, local educational policies, and State educational achievement standards.[59]

[58] NAB, *1985 Survey*, p. 49.

[59] National Job Training Partnership, Inc., *Education in Local JTPA Summer Youth Programs: A Fuller National Picture* (Washington, D.C.: 1986).

In sum, the summer program, which has long provided jobs to young people varies considerably by locality in terms of both the calibre of job assignments and the quality of supervision. Many service delivery areas are now providing some remedial education and literacy training to participants, which is expected to enrich the programs considerably for those youth who might otherwise lose some measure of their educational skills during the summer months. The number of SDA's providing remedial education and literacy training is expected to increase in response to the latest JTPA amendments. A comprehensive evaluation of the revised summer program has yet to be mounted.

Title III: Employment and Training Assistance for Dislocated Workers

I. Administrative Provisions

A. Federal Allotment Procedures

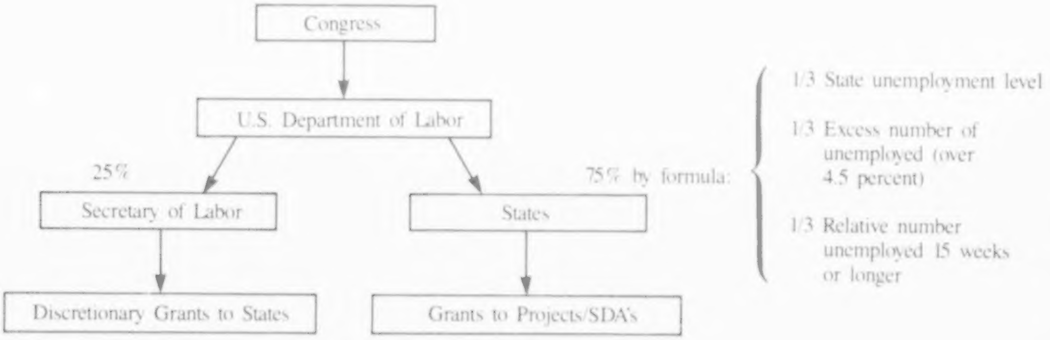
In addition to programs for economically disadvantaged youth and adults, the Job Training Partnership Act provides a separate program of assistance to "dislocated workers," those individuals who have been terminated or laid off from jobs to which they are unlikely to return, who have been terminated or received a notice of termination because of a plant closure, or who are long-term unemployed with limited prospects for employment or reemployment in their previous occupation.[1]

Seventy-five percent of the funds available for Title III are allotted by formula: one-third on the basis of each State's level of unemployment; one-third on the basis of the State's excess number of unemployed (above 4.5 percent); and one-third on the basis of the relative number of individuals who have been unemployed 15 weeks or more (Sec. 301 (b)). (See Figure 19.)

States receiving these funds must match the full amount with public or

Figure 19.

Distribution of Title III Funds


Congress
U.S. Department of Labor
25%
Secretary of Labor
75% by formula:
States
1/3 State unemployment level
1/3 Excess number of unemployed (over 4.5 percent)
1/3 Relative number unemployed 15 weeks or longer
Discretionary Grants to States
Grants to Projects/SDA's

- No Matching Required
- Distribution by Application of States

- 100% Matching Required (cash or in-kind: matching requirement reduced by 10 percent for each 1 percent State unemployment rate exceeds the national rate)
- Distribution by RFP, by formula, by area, or other method determined by the State

Source: Job Training Partnership Act, Sections 301 and 304 private non-Federal funds, although the amount of required matching funds is reduced by 10 percent for each 1 percent the State's average rate of unemployment is above the national rate of unemployment. Half of the funds provided by States for unemployment insurance benefits can be counted toward the match, as can all of the funds used to support State or local employment and training programs such as vocational education, or other programs provided by private nonprofit organizations or for-profit employers.

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[1] Sec. 302 of JTPA defines dislocated workers for program purposes.

Twenty-five percent of the funds available for Title III programs are reserved for the Secretary of Labor's discretionary use in providing training and other assistance to individuals affected by mass layoffs, natural disasters, or Federal Government actions, as well as for persons who reside in areas of high unemployment or areas designated as enterprise zones. Matching is not required from the States for this discretionary money.

From October 1982 through June 1986, over $650 million was appropriated by the Congress for Title III programs. (See Table 15.) About $488 million of this was distributed to States by formula, and the remaining $162 million was distributed by the Department of Labor to specific dislocated worker projects through the

Table 15.

JTPA Title III Funding

Dollars in Millions

	Formula	Discretionary	Total
Oct. 1982-Sept. 1983	$82.5	$27.5	$110.0
Oct. 1983-June 1984	70.7	23.5	94.2
July 1984-June 1985	167.3	55.7	223.0
July 1985-June 1986	167.3	55.7	223.0
Subtotal	487.8	162.4	650.2
July 1986-June 1987*	71.8	23.9	95.7
July 1987-June 1988	150.0	50.0	200.0
Total	$709.6	$236.3	$945.9

*Department of Labor estimates for program years 1986 and 1987

Source: GAO, Report to the Congress, *Dislocated Workers: Local Programs and Outcomes Under the Job Training Partnership Act* (GPO: Washington, DC., March 1987), p. 12

Table 16.

JTPA Title III Allocations, October 1982-June 1986

Dollars in Thousands

State	Formula	Discretionary	Total
Alabama	$12,306.7	$5,855.3	$18,162.0
Alaska	988.3	500.5	1,488.8
Arizona	4,833.3	1,700.0	6,533.3
Arkansas	4,264.3	1,549.0	5,813.3
California	52,744.3	11,096.1	63,840.4
Colorado	4,193.6	1,300.0	5,493.6
Connecticut	3,647.3	800.0	4,447.3
Delaware	932.6	0.0	932.6
Florida	15,493.9	718.2	16,212.1
Georgia	7,634.5	1,300.0	8,934.5
Hawaii	1,058.8	0.0	1,058.8
Idaho	1,799.0	1,387.6	3,186.6
Illinois	31,361.9	10,333.9	41,695.8
Indiana	14,414.4	8,966.5	23,380.9
Iowa	5,338.7	1,637.3	6,976.0
Kansas	2,630.1	2,670.7	5,300.8
Kentucky	8,349.4	2,405.4	10,754.8
Louisiana	9,283.3	763.5	10,046.8
Maine	1,835.6	2,331.8	4,167.4
Maryland	6,634.2	2,490.0	9,124.2
Massachusetts	8,403.0	3,956.1	12,359.1
Michigan	33,819.4	7,735.2	41,554.6
Minnesota	7,102.7	5,202.5	12,305.2
Mississippi	5,896.5	1,675.0	7,571.5
Missouri	9,728.4	799.9	10,528.3
Montana	1,439.9	1,816.1	3,256.0
Nebraska	1,528.1	1,184.1	2,712.0
Nevada	2,142.0	400.0	2,542.0
New Hampshire	1,015.4	749.8	1,765.2
New Jersey	12,924.7	1,930.0	14,854.7
New Mexico	2,356.5	1,100.0	3,456.5
New York	30,543.7	11,462.6	42,006.3
North Carolina	10,628.4	2,467.5	13,095.9
North Dakota	563.0	340.0	903.0
Ohio	33,216.1	9,744.0	42,960.1
Oklahoma	4,131.9	2,000.0	6,131.9
Oregon	7,165.3	6,218.9	13,384.2
Pennsylvania	31,235.2	5,524.1	36,759.3
Rhode Island	1,889.4	2,242.6	4,132.0
South Carolina	6,551.0	2,083.9	8,634.9
South Dakota	551.5	750.0	1,301.5
Tennessee	11,357.2	1,400.0	12,757.2
Texas	19,273.7	6,110.0	25,383.7
Utah	2,190.8	5,628.8	7,819.6
Vermont	667.1	0.0	667.1
Virginia	6,512.5	1,866.9	8,379.4
Washington	11,554.8	4,705.4	16,260.2
West Virginia	6,793.7	3,695.1	10,488.8
Wisconsin	12,114.6	4,419.5	16,534.1
Wyoming	667.0	0.0	667.0
Total Allocation to States	$473,707.7	$155,013.8	$628,721.5*

*The difference between the total state allocation and the amounts budgeted for Title III ($650.2 million) is due to allocations to the District of Columbia and U.S. territories and amounts retained by the Department of Labor.

Source: GAO, *Dislocated Workers*, pp. 70-71

Secretary's discretionary fund. Table 16 shows the State shares of JTPA Title III discretionary and formula funds for this period.

B. State Oversight Responsibilities

1. The Governor's Role

One of the key elements of the Title III program is the latitude it provides to the Governor of each State to design and implement displaced worker programs. Program targeting, intrastate funding distribution, and types of services are all within the discretion of the State government. In about half of sampled States in the Westat study, administrative responsibility rests with the State Department of Labor, although State Governors and the State Job Training Coordinating Councils also frequently play a role in the approval of funding.

The Westat study prepared for the Department of Labor found that the role of the Governor in the 20 states in their sample ranged from no role at all or extremely passive to very active. There were only a few states at both extremes, however. Most fell into the “intermediate” control category, with Governors showing varying degrees of interest, personal support, and direction within this broad category.[2]

Governors who exhibited the greatest degree of personal interest and control in Title III programs tended to be individuals who were committed to state economic development, as well as coordination of State agencies and ties between the public and private sectors. Governors of States with severe unemployment problems due to major plant closings or large numbers of displaced farmers were also naturally more concerned with the Title III programs operating in their States.[3] Reflective of this concern, pressure from the States led to a Department of Labor policy that broadened the definition of dislocated workers to include displaced farmers, an action later formalized in the law through the 1986 JTPA amendments.

A Westat study associate noted also that the creation of “rapid response teams” to deal with unexpected layoffs or plant closings was one of the more visible and popular actions by the most active Governors.[4] The Office of Technology Assessment has also reported that some State officials of Title III programs say that “they would welcome additional advice and technical assistance from the U.S. Department of Labor on how best to manage rapid response to plant closings and layoffs.”[5]

The concept of mobilizing all relevant State and local resources to meet the challenge of a sudden major layoff or plant closure is similar to the Canadian model, which is frequently cited as an example of a rapid response approach that has benefits far outweighing its costs. A recent report by the Office of Technology Assessment notes that Arizona, New Hampshire, Rhode Island, South Carolina, and Texas are among those States that are most active in responding to a perceived threat of plant closures through such a team approach. One example is Arizona's Pre-Layoff Assistance Coordination Team (PACT), which tries to mobilize services of the JTPA Title III program, ES, UI, and other appropriate sources of assistance, including community colleges and block grants. By offering pre-layoff testing, counseling, job search, and job placement assistance, the State team works to help prevent the drop in worker morale and the community disruption that frequently accompanies plant closures.[6]

A few States have broadened the concept of rapid response teams to include preventive steps that may avoid plant closings. These steps may include offering assistance directly to companies or in some instances to providing retraining to workers before the layoff. The Carl D. Perkins

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[2] Westat, *Final Report*, p. 9-4.

[3] *Ibid.*, p. 9-5.

[4] *Ibid.*

[5] Congress of the United States, Office of Technology Assessment, *Plant Closing: Advance Notice and Rapid Response, Special Report*, Sept. 1986, p. 46.

[6] U.S. Congress, Office of Technology Assessment, *Technology and Structural Unemployment: Reemploying Displaced Adults* (Washington, D.C.: Government Printing Office, Feb. 1986), pp. 190-191.

Vocational Act of 1984 does authorize Federal assistance for active employees who need education to return to their jobs or upgrading to qualify for higher paid or more dependable employment, although no funds have yet been appropriated for this purpose.[7]

2. The State Job Training Coordinating Council

The SJTCC's exhibited a variation in interest and activity that paralleled that of the Governor in most cases. About one-quarter of the sampled States in the Westat study had State councils that assumed oversight responsibilities and became involved in clarifying eligibility standards, setting performance standards, approving expenditure plans, or other administrative matters.[8] As noted in the regional meetings of State Council chairs sponsored by the Commission in 1986, several councils had established their own rapid response teams as one of several subcommittee activities.[9] Other councils had special subcommittees that reviewed funding proposals for specific projects and indicated their approval to the State Department of Labor or other administrative unit charged with administering Title III funds.

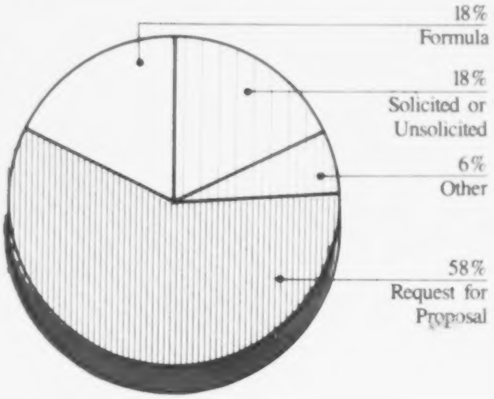
3. Monitoring

Most of the States in the Westat study indicated that they monitored program performance (usually on a monthly basis) and expenditures (usually quarterly). The thoroughness of the monitoring was reported to vary considerably among States, although most used the results to inform the State Council and other State administrators about problems, which could result in corrective action plans or influence refunding decisions.

A majority of the 20 sample States either had Title III management information systems or were in the process of developing integrated systems that included Title III information. For States with online systems in place, monthly or quarterly program reports were usually generated. Most information collected paralleled that required for the Department of Labor's annual status report, although a few required somewhat greater detail. For example, about 5 of the 20 sampled States collected 90-day followup information on participants, although it was generally limited to job retention.

Figure 20.

Predominant Funding Methods



Source: GAO Report, *Dislocated Workers* (March 1987), p. 19.

C. Funding Issues

1. Allocation Strategies

States have adopted several different strategies for allocating the funds that are distributed to them from the Federal level by formula. As indicated in Figure 20, derived from a GAO survey drawn from Title III projects operating between October 1982 and March 1985, the most popular procedure is the use of a general RFP or "request for proposal." Any local jurisdiction can submit a proposal for projects that will be screened and accepted or rejected by State administrators including State Title III staff, the SJTCC, and the Governor. Proposals under consideration are then sent to the PIC and local elected officials from the project area for their review and approval before the Governor's office or SJTCC approves projects for funding. Other procedures include funding on a project basis for specified areas (with or without an RFP), earmarking funds for specific SDA's, formula-funding statewide or to specific service delivery areas and/or projects. In still other cases, a statewide program is administered from the State level. Whether there is statewide coverage or not depends in all cases on the discretion of the State administrators, who are in charge of the allocation process.

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[7] *Ibid.*

[8] Westat, *Final Report*, p. 9-6.

[9] Chairs from Midwestern and Northeastern States most frequently cited this development, as might be expected, but other States had also set them up as a special component of their council activities.

The RFP process for the allocation of funds was popular in the transition year and the first full program year because it allowed State officials to select projects that were consistent with State policies and to control funding with a minimum amount of administrative responsibility. At the same time, however, the process is thought to have delayed the distribution of funds because of the lengthy time involved in assessing proposals. Small program operators from rural SDA's are also believed to have been discouraged from participating by the technical requirements and detailed guidelines called for in responding to the RFP's.[10] Finally, there is some concern that States did not make the availability of the funds widely known to local SDA's so that they could respond in a timely fashion to the RFP's. Indeed, the general lack of SDA involvement in the allocation process is taken as an indication in one study that "States are continuing to centralize their control over the program."[11]

One of the signs of continuing State control in the allocation process is the retention of some portion of the State's formula Title III allocation (from 10 to 35 percent) as a "Governor's discretionary fund," sometimes meant to be part of a "rapid response" effort or to address statewide dislocated worker needs or simply to be held in reserve for an unexpected plant closure or other emergency need.[12]

In light of criticism that Title III funds are not being utilized in a timely enough fashion, State administration of the program and particularly of the substate fund allocation process requires further scrutiny.

2. Matching

Under JTPA, States receiving Title III funds must provide matching funds equal to the formula-funded allocation, although there is a reduction of 10 percent for each percentage point that a State's unemployment rate exceeds the national average. The Westat survey found that most State's designated approved sources of matching, but usually gave the responsibility of producing the required match to program operators.[13]

Sources of matching have included a portion of participant's unemployment benefits; the employer's share of wages paid under an on-the-job training contract; in-kind contributions from particular staff services provided by the State such as labor market information offered by the Employment Service; and non-tuition costs of community colleges and State vocational and technical schools. In only a few States (3 in the 20-State Westat sample) did the State legislature actually appropriate funds to meet the matching requirement.[14]

There are a number of implications for program performance inherent in this matching system. For example, the reliance on in-kind contributions has generally meant that very little in the way of actual additional resources are added to Title III programs. The paperwork required to demonstrate an in-kind match appears to be cumbersome as well, in several reported cases resulting in the withdrawal of program proposals by contractors after they were informed of the requirements associated with identifying the match.

While the ability to count half of the State-funded unemployment insurance benefits as a matching contribution for Title III programs was considered by the Congress to be a means of encouraging early program intervention for UI recipients, the results have not always met these expectations. In one State included in the Westat sample, officials indicated that their man-

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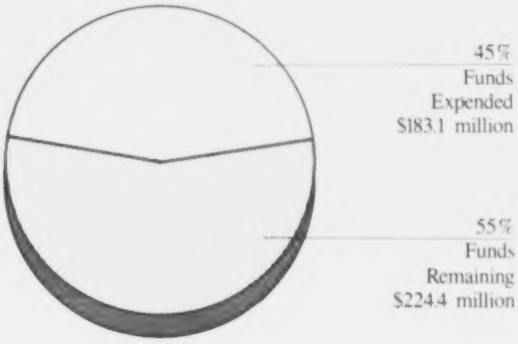
[10] Westat, *op. cit.*, pp. 9-11 through 9-13.
[11] *Ibid.*, p. 9-15.
[12] *Ibid.*
[13] *Ibid.*, p. 9-17.
[14] *Ibid.*, pp. 9-17 and 9-18.

Figure 21.

State Title III Cumulative Program Expenditures (All Years), as of June 30, 1986, and National Expenditures for Program Year 1985.

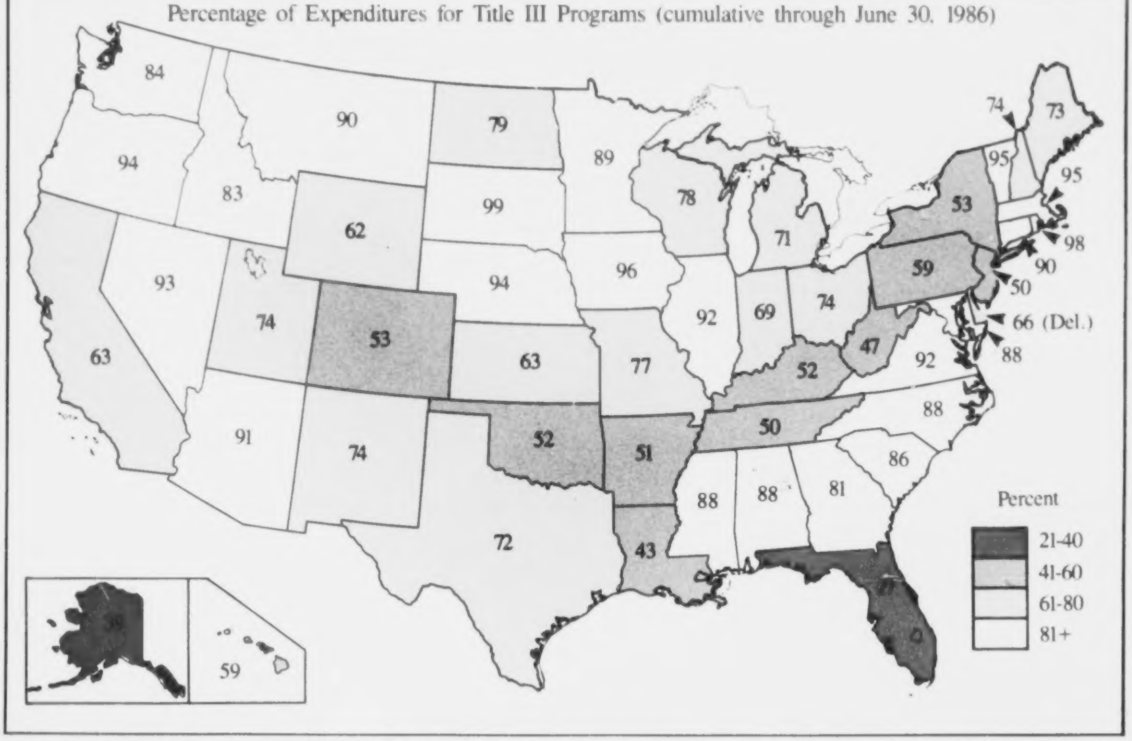
Expenditures for JTPA Title III Funds
in PY 1985 (July 1, 1985 to June 30, 1986)

Availability = $404.5 million*



*Includes $183.5 million carry-in, as of July 1, 1985, and $222.5 million appropriated

Percentage of Expenditures for Title III Programs (cumulative through June 30, 1986)


84
94
83
90
79
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99
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69
74
59
53
47
52
92
91
74
52
51
50
88
86
88
88
81
72
43
39
59
74
73
95
95
98
90
50
66 (Del.)
88
Percent
21-40
41-60
61-80
81+

Sources: U.S. Department of Labor and GAO, *Dislocated Workers* (March 1987), p. 23.

agement information system was not able to identify unemployment payments to Title III participants. Persons who have exhausted UI benefits or are nearly at the end of their eligibility would also be less likely to be enrolled in areas that relied on the UI match.[15]

In general, the reliance on in-kind matching for the formula-funded Title III programs appears to make the program somewhat less flexible than it was intended to be and to add to the paperwork requirements.

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[15] *Ibid.*

3. Expenditures

The low expenditure rate has been one of the major disappointments of the Title III program. (See Figure 21.) In February, 1985, the Administration asked the Congress to rescind $120 million of Program Year 1985 funds because of the extensive amount of unused carryover funds available from previous appropriations. Although the rescission was never acted upon, the Administration subsequently proposed a reduction of 55 percent in the Fiscal Year 1986 budget for Title III programs (reduced to $100 million) on the grounds that the amount of carryover funds would make up the difference and maintain the level of services for the previous year.

As indicated in GAO testimony before the Subcommittee on Employment Opportunities of the House Committee on Education and Labor on November 8, 1985, this rationale did not take into account the fact that some States spent all of their money and had no carryover. The GAO found that 23 States would have less money available for dislocated workers in 1986 than in 1985. Because of the legislated formula for distribution of Title III funds, it is currently impossible to take into account the level of carryover in each State when allocating fiscal year funds.[16]

The level of proposed funding for FY 1987 is back to the $200 million level, to take into account a proposed new worker adjustment program that would combine what is now JTPA Title III with the currently separate Trade Adjustment Assistance (TAA) program. However, there is still considerable concern about the difficulty in spending Title III funds and a desire to understand better why this has been a problem.

The Westat study for the Department of Labor, which focused only on the transition period and first program year, noted several reasons for the difficulties encountered in reaching planned expenditure rates. Problems with program administration and operations resulting in the delay in funding for the transition year; the reliance on the RFP process for distributing Title III funds in many States; competition among various State agencies for control over the program; and reliance on unemployment insurance benefits as the source of matching funds were all cited as contributing factors.[17]

Underreporting of expenditures is another reason that the program may only *appear* to be behind in its activities, however. Several of the Westat Associates noted that State reports on Title III expenditures were incomplete, sometimes because of administrative lags, sometimes because performance-based contracting delays expenditures until placement or other performance milestones are reached, and sometimes because project reporting occurs only after completion of the project.[18]

States that held Title III funds at the State level, either as part of a contingency fund or as part of an RFP funding procedure, generally were found by evaluators to have less success in expending their funds. In one case, evaluators for Westat reported that a State with a very low expenditure rate set aside half of its allocation to fund OJT contracts for dislocated workers written by local Job Service offices, but that there was no indication that the local ES offices were aware that the funds were available for that purpose.[19] While some States have corrected their procedures for funding in response to underexpenditures, it seems clear that one characteristic of programs that fully utilize available funds is rapid disbursement of State funds to local projects or service delivery areas.

What is also clear to evaluators, however, is that carryover in the range of 25 to 40 percent is to be expected, even in States that obligate all of their funds in a particular program year. Reasons cited for this are:

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[16] See the discussion in the "Statement of William J. Gainer, Associate Director, Human Resources Division, U.S. General Accounting Office, Before the Subcommittee on Employment Opportunities, House Committee on Education and Labor, on the Job Training Partnership Act, Title III Dislocated Worker Program," November 8, 1985, pp. 8-10.

[17] Westat, *Final Report*, p. 9-30. For further discussion of the problem of underexpenditure in Title III programs, see OTA, *Reemploying Displaced Adults*, pp. 186-187.

[18] Westat, *Final Report*, p. 10-3.

[19] *Ibid.*, pp. 10-8 through 10-10.

- Lags between the allocation of funds to an RFP and the actual contracting of funds to eventual successful contractors.
- Lags between the allocation of those funds and the eventual drawing down of obligated funds under a performance-based contract.
- Lags between the obligation of funds to, for example, OJT contracts with an employer and the actual reimbursement of those wage contracts, often at the end of the contract.
- Obligation of funds to projects that never get off the ground due to the use of new contractors who are not in a position to run a large dislocated worker project.
- Obligation of funds to projects that do not completely spend the funds within the time period of the contract, leading to de-obligation and re-obligation of the funds.
- Obligation of funds to multi-year projects funded out of current year allocations.
- Allocation of a contingency fund which may not be fully utilized resulting in re-obligation in the succeeding year.[20]

Besides these various problems associated with the funding procedures, other researchers noted that workers may turn down retraining as an option if they perceive that it is for a job they consider less attractive than the one they have lost (because of low pay or any other reason); securing a match is a problem; or project staff are not familiar with the task of serving displaced workers who have different employment expectations than disadvantaged persons.[21]

For all of these reasons, it is clear that spending patterns under Title III are likely to be more erratic than under Title II, although activities designed to facilitate application for State funds and to track the expenditure of funds in the most timely manner would help to clarify the status of the program on a national basis.

D. The Secretary's Discretionary Projects

The Secretary of Labor is able to award on a discretionary basis each year, up to 25 percent of the funds appropriated for Title III programs. In addition to the requirements listed in the Act itself, DOL regulations require that the needs of those eligible cannot be met by other JTPA programs or other State and local programs, and that a substantial number of individuals concentrated in a labor market area or industry are affected.[22] In order to qualify for funds, Governors must submit an application to the Secretary according to the instructions issued annually by the Department of Labor, which specify application procedures, selection criteria, and the approval process.[23]

Among those States that apply for discretionary funds, some use an RFP process to select projects for submission to the Department. Frequently, these are States that use an RFP process for their regular formula grants as well. In one case reported by Westat, a State sent "the most meritorious proposals" to the Department for consideration for discretionary funding and delayed their own funding with formula monies until the Secretary had responded—a procedure that would delay their allocation of Title III funds within the State and contribute to the overall funding problem noted above.[24]

States that do not apply for discretionary funds have sometimes cited the fact that they had not been able to spend all of their formula funds, were late in meeting the Secretary's deadline for proposal submissions, or had other difficulties with the administrative procedures.[25] There was also some misunderstanding about the need to match the Secretary's discretionary monies, which has been clarified by a 1986 amendment that prohibits such matching.

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[20] *Ibid.*, pp. 10-11 and 10-12.

[21] *Ibid.*, pp. 10-12 and 10-13.

[22] *Federal Register*, vol. 48, no. 51, Tuesday, March 15, 1985, p. 11088, subpart C-631.22.

[23] *Ibid.*, subpart C-631.23, and Westat, *Final Report*, pp. 10-13 and 10-14.

[24] Westat, *Final Report*, p. 10-15.

[25] *Ibid.*, p. 10-16.

II. Eligibility and Participation

JTPA identifies three groups of "dislocated workers" who are eligible for the program: (1) Persons who have been terminated or laid off, cannot collect unemployment insurance because they are ineligible or have exhausted their entitlement, and are unlikely to return to their previous industry or occupation; (2) people who have been terminated because of the permanent closing of a plant or other facility; and (3) persons who have been unemployed for a long period and have limited opportunities for finding work in the same or similar occupation near where they live, including older persons whose age limits their work opportunities. The Act permits the States to identify these workers and, in addition, offers considerable latitude in determining who will be served.

Changes in the JTPA definition of displaced workers generally highlight particular concerns of States that have higher-than-average unemployment levels or particular worker groups that are in trouble. Table 17, drawn from an Office of Technology Assessment telephone survey, summarizes various State definitions of displaced workers that restrict or extend the JTPA definition.

The Westat evaluation covering the transition period and the first program year noted that 5 of the 20 States in the sample narrowed the eligibility criteria to target services to persons unemployed for such reasons as layoffs due to technological change, foreign competition, or a permanent plant closing. Duration of employment, employment in a slow-growing industry, and other factors were also added to the selection criteria. Even in States that did not add to the definition in the law, there were sometimes unwritten State requirements that narrowed the legislative definition.[26]

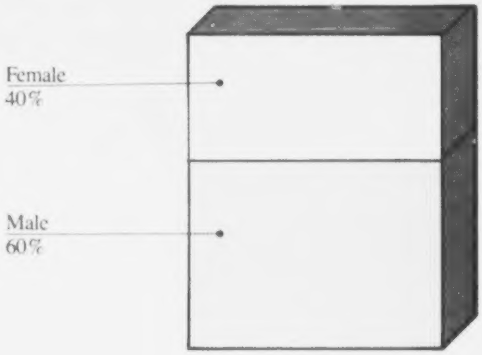
In several cases, however, States enlarged the definitional target group, notably to include displaced farmers (especially in

Figure 22.

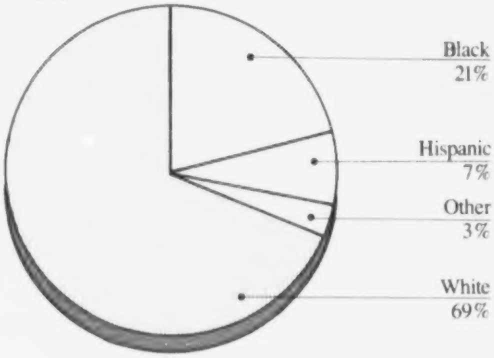
Title III Participant Characteristics

Participants are generally...

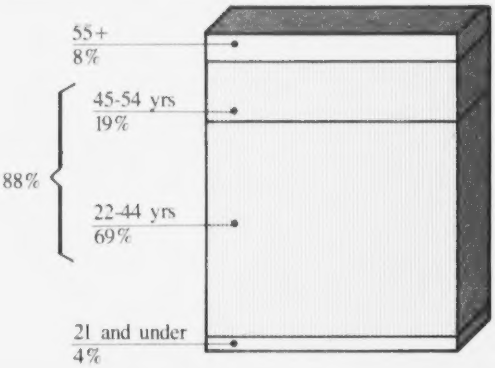
Male



White



Between 22-44 Years Old



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[26] *Ibid.*, pp. 9-20 to 9-22.

the Midwest) and displaced homemakers. The addition of displaced farmers was recognized by the Congress in the 1986 amendments, which included them in the definition and requested that the Department of Labor collect information about the size of the group in need. Other States also targeted copper smelter workers and

Table 17.

State Definitions of Displaced Workers That Restrict or Extend the JTPA Definition[1]

State	Restrictions and extensions
	Restrictions:
Alaska	Worker must be: 1. a resident of the State, and 2. attached to an industry for 3 years or more, and 3. terminated due to a closure or a reduction in the work force, and 4. unlikely to return to former occupation or industry.
Illinois	Worker must: 1. be in an occupational group that is not growing (as determined by State agency), and 2. have proof of a job search of at least 1 month.
Kentucky	Worker must: 1. have been laid off no more than 3 years ago, and 2. have worked in layoff job or occupation at least 1 year.
Kansas	Worker must have been laid off no more than 2 years ago.
Nevada	Worker must have been laid off no more than 3 years ago.
Pennsylvania	Worker must have been laid off no more than 2 years ago (waivers may be granted).
West Virginia	Worker must have been a victim of a complete closure of plant or mine or of another operational closure.
	Extensions:
Arizona	Serves workers who: 1. have received or *will receive* notice of termination;[2] 2. were long-term unemployed (13 weeks) or have exhausted their UI benefits, and *have taken stop-gap employment* (at substantially lower pay or skill level than on the old job)[2]
Iowa	Serves self-employed people who have filed for bankruptcy or have a notice of foreclosure (including farmers)
Kansas	Serves self-employed persons such as farmers or businessmen.
New Hampshire	Serves victims of plant closings or *major layoffs* (25 or more people)[2].
Wyoming	Serves workers who are: 1. victims of plant closure or *substantial layoffs*,[2] 2. eligible for retraining under Trade Adjustment Assistance, and 3. unemployed and affected by economic or industrial changes that have resulted in loss or reduction of employment opportunities, as determined by State officials.

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[1] The definition of dislocated workers in JTPA, Sec. 302, is as follows:
Each State is authorized to establish procedures to identify substantial groups of eligible individuals who:
— have been terminated or laid-off or who have received a notice of termination or layoff from employment, are eligible for or have exhausted their entitlement or unemployment compensation, and are unlikely to return to their previous industry or occupation;
— have been terminated, or who have received a notice of termination of employment, as a result of any permanent closure of a plant or facility; or
— are long-term unemployed and have limited opportunities for employment or reemployment in the same or a similar occupation in the area in which such individuals reside, including any older individuals who may have substantial barriers to employment by reason of age.

[2] Emphasis added to denote difference from definition in JTPA, Sec. 302.

Source: OTA telephone survey; Table 5-7 in U.S. Congress, Office of Technology Assessment, *Technology and Structural Unemployment: Reemploying Displaced Adults* (Washington, DC: GPO, February 1986), p. 192.

steel workers because of their large representation in the overall target population and the availability of special discretionary funds from the Secretary of Labor for this purpose.[27]

In its own special survey of dislocated workers, the General Accounting Office found that Title III projects had enrolled over 170,000 dislocated workers from the beginning of the program through March 31, 1985. A further analysis of the 121,000 enrolled during the 9 months prior to March 31, 1985, indicated that the "average" participant in Title III projects tended to be male, white, of prime working age, with at least a high school education, unemployed for 3 months or more and receiving unemployment insurance benefits, and from the manufacturing sector. Title III projects tended to serve a disproportionately smaller share of dislocated workers age 55 and older or with less than a high school education.[28] (See Figure 22.)

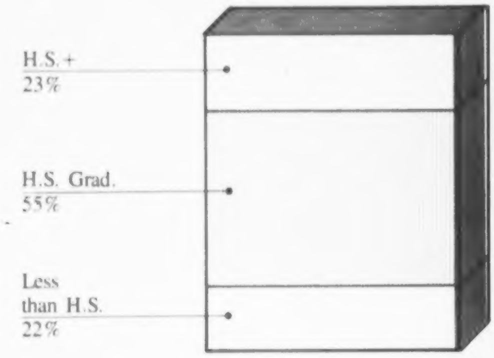
Reasons cited by State Title III officials for the lower participation of older and less-educated dislocated workers included: apprehension on the part of these workers in participating in remedial or classroom training activities; inability to meet the minimum qualifications for some training programs; screening out of workers with less potential for reemployment by program operators; and the receipt of assistance from other JTPA programs such as the 3-percent setaside for older workers.[29]

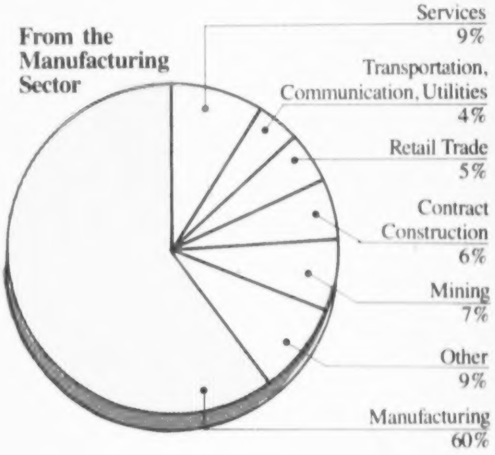
"Creaming"—that is selecting those most likely to succeed in the program with least amount of assistance—may be less of an issue in Title III programs than in Title II-A, since, as the following section indicates, most of the emphasis is on short-term job search assistance and most of the program applicants are mature, well-motivated workers with a history of steady employment.

Figure 22.

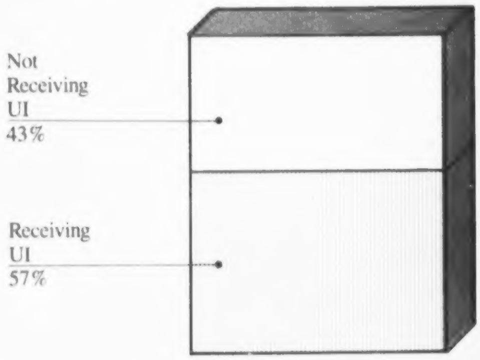
Title III Participant Characteristics (continued)

High School Graduates





Receiving UI



Sources: U.S. Department of Labor and GAO, *Dislocated Workers* (March 1987), pp. 36-39.

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[27] *Ibid.*, p. 9-25.

[28] U.S. General Accounting Office, *Dislocated Workers: Local Programs and Outcomes Under the Job Training Partnership Act* (Washington, D.C.: GPO, March 1987), pp. 36-45. See also GAO, *Dislocated Workers: Extent of Business Closures, Layoffs, and the Public and Private Response—Briefing Report to the Honorable Lloyd Bentsen*, U.S. Senate, July 1986, pp. 26-27.

[29] *Ibid.*, (1987), pp. 40-44, and (1986), pp. 28-29.

III. Project Activities

The law authorizes a wide variety of services to displaced workers, including skill training, job search assistance, job development, supportive services, pre-layoff assistance, relocation assistance, and programs conducted in cooperation with employers or labor organizations to provide early intervention after notice of plant closure occurs (Sec. 303).

The Westat evaluators noted that States in the early stages of implementation tended to defer to local operators on decisions related to service mix and that the mix tended to be characterized by extreme diversity, although many operators emphasized job search and other activities designed to locate immediate employment opportunities. Often this reflected client preferences, as well as program operators' assessments of what would be most useful for the workers. Training, when it was given, frequently was of short duration and aimed at the development of skills in the shortest time.[30]

Independent surveys by both the GAO and OTA concurred in the mix of services provided to participants in Title III projects. The GAO survey results indicated that less than half of all participants received training and less than a quarter received support services, while 80 percent received job counseling, and over 60 percent of participants received job search assistance.[31] (See Table 18.)

Not all projects in the survey provided training, however. Sixty-eight (68) percent of the projects did not offer remedial training; 22 percent omitted any classroom instruction; and about 33 percent of the

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[30] Westat, *Final Report*, pp. 9-27 and 9-28.

[31] GAO, (1987), pp. 46-58, and (1986), p. 32.

Table 18.

Title III Activities, Median Length of Stay, Percent of Projects Offering, and Percent of Participants Receiving Service

Activity	Description	Median Length	Percent of Projects Offering	Percent of Participants Receiving
Training:				
Remedial	Basic skill training	2 weeks	30	6
Classroom	New job skills	9 weeks	77	26
OJT	New job skills in work environment	15 weeks	69	16
Placement assistance:				
Job counseling	Orientation, assessment, and identification of employment options	Ongoing	84	84
Job search	Enhance job search skills or job referral	No fixed time frame — 44%; 2 weeks or more — 35%; less than 2 weeks — 21%	84	66
Support services	Assist participants while enrolled in Title III		67	23

Source: GAO, *Dislocated Workers*, p. 47.

projects did not provide OJT to any of their participants.[32]

An OTA telephone survey found that many State Title III program managers were uncertain about the service mix provided to participants, but of those States responding, 50 percent or more said that at least half of the participants received counseling and job search training, but less than half received OJT and less than a quarter classroom vocational training. (See Table 19.)

Twelve of 42 State Title III managers in the OTA survey saw the State's performance standards as having a "dominating effect" on the services offered to clients. In the main, this effect was seen as positive, however, with most local project directors and State Title III officials regarding the "short-term, inexpensive job search assistance as best suited to the needs of experienced adult workers." The other 30 States attributed less influence to these standards. Other factors were funding constraints (the higher costs of vocational skill training); State matching requirements (favoring OJT, since States can count the employer's 50 percent share of the OJT wage toward the required State match); and the desire of most workers to return to work as soon as they can after layoff.

Remedial education in basic math, reading, and other communication skills—although needed in many cases—was not highly favored as a service, except in States with large numbers of non-English-speaking displaced workers. Reasons cited by State Title III managers included cost considerations and the fact that the UI work test, which is not applied to workers engaged in skill training under JTPA, is applicable to unemployed workers enrolled in remedial education unless State laws specifically prohibit it.[33]

In sum, for a variety of reasons, most sources are clear that training or retraining in vocational skills is not the preferred offering to displaced workers receiving assistance under Title III. Rather, efforts to find a new job at or near the wage of the previously held job is the aim of most workers and program managers. As a consequence, vocational counseling and job search assistance constitute the most common program offerings.

Table 19.

Percentage of Participants in Title III Displaced Worker Projects Receiving Various Services, October 1983-June 1984

	Number of States Reporting			
Percentage of participants provided the service	Counseling	Job search training	On-the-job training	Vocational training in institutions
< 24%	9	8	14	15
25 to 49%	3	7	11	7
50 to 74%	4	7	5	6
> 75%	15*	12	4	1
Totals	31	34	34	29

*Thirteen of these 15 States reported that 90 to 100 of their Title III clients received counseling.

Note: Total States reporting may not include all the States that offer the service in question. States' information was incomplete on what services were provided to participants in local Title III projects.

Source: OTA telephone survey; Table 5.3 in U.S. Congress, Office of Technology Assessment, *Technology and Structural Unemployment: Reemploying Displaced Adults*, p. 183.

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[32] *Ibid.*, (1987), p. 47, and (1986), p. 33.

[33] OTA, *op. cit.*, pp. 183-186.

IV. Program Effectiveness

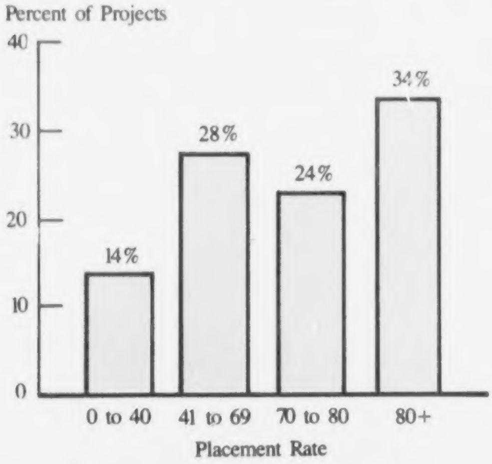
A. Employment Outcomes

The effectiveness of Title III programs can be assessed in two ways—first by whether the participants actually find replacement jobs after layoffs and, second, whether the new job pays at or near the wage of the previously held job. Finding any new job may be very difficult in communities that have depended on a single industry that has closed or that are otherwise economically depressed. Finding a job that pays as well as a former occupation is another concern, especially for unskilled and semi-skilled laborers who may have reached a high level of pay in a once-thriving, now declining industry.

In terms of job placements, Title III programs tended to be relatively successful. The average reported placement rate for Title III projects was 69 percent in the GAO survey. Moreover, as shown in Figure 23, over half (58 percent) of the Title III projects reported placement rates that exceeded the 69 percent average, while 14 percent had placement rates below 40 percent. Similarly, the Office of Technology Assessment (OTA) reported that 30 out of 36 States that reported setting goals for Title III participants entering employment, for the period October 1983 through June 1984, had exceeded their expectations. (See Table 20.)

Figure 23.

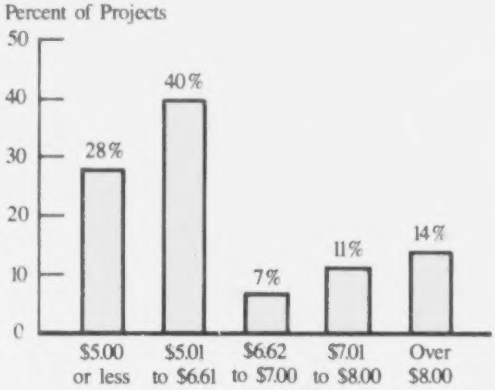
Placement Rates for Title III Projects



Source: GAO, *Dislocated Workers* (March 1987), p. 61.

Figure 24.

Wage Levels for Title III Projects



Source: GAO, *Displaced Workers* (March 1987), p. 62.

Equaling or bettering former wage rates in new jobs proved to be a less successful goal of Title III programs, however. The GAO reported that the average entry-level wage for Title III participants who found jobs was $6.61 per hour, an amount lower than their previous wage but above that experienced by Title II-A participants. Both the GAO study and the OTA survey reported that displaced workers who found other jobs experienced lower reemployment wages, and the $6.61 average placement wage reported in the GAO study was less than the average private sector hourly wage of $8.52 for the same period as the study (a 22-percent difference). In addition, over half of the Title III projects reported estimated wage levels at or below the overall average of $6.61.[34] (See Figure 24.)

Variations in project outcomes were attributed to several factors. For example, projects that did not target to specific

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[34] GAO, (1987), p. 47, and (1986), p. 35.

Table 20.

Performance Standards for Entered Employment Rates and Actual Entered Employment Rates, by State, October 1983-June 1984

State	Performance standard for entered employment rate	Actual entered employment rate	State	Performance standard for entered employment rate	Acutal entered employment rate
Alabama	65.0	78	Montana	58.0	78
Alaska	48.8	a	Nebraska	b	46
Arizona	50.0	91	Nevada	68.0	66
Arkansas	b	88	New Hampshire	56.0	90
California	72.0	73	New Jersey	58.0	71
Colorado	c	90	New Mexico	52.0	30
Connecticut	55.0	89	New York	c	68
Delaware	60.0	90	North Carolina	72.0	96
Florida	d	82	North Dakota	58.0	38
Georgia	58.0	76	Ohio	60.0	74
Hawaii	55.0	73	Oklahoma	58.0	53
Idaho	51.8	77	Oregon	58.0	89
Illinois	d	65	Pennsylvania	e	49
Indiana	b	81	Rhode Island	d	77
Iowa	55.0	51	South Carolina	65.0	67
Kansas	65.0	89	South Dakota	63.1	100
Kentucky	58.0	59	Tennessee	58.0	66
Louisiana	55.0	60	Texas	58.0	67
Maine	80.0	94	Utah	c	71
Maryland	55.0	66	Vermont	58.0	85
Massachusetts	75.0	87	Virginia	c	73
Michigan	c	95	Washington	60.0	90
Minnesota	58.0	63	West Virginia	c	89
Mississippi	60.0	71	Wisconsin	60.0	91
Missouri	60.0	81	Wyoming	d	29

[a] No clients were served in Alaska's Title III program in the transition year.

[b] No information available.

[c] Title III standard not established.

[d] Standard established but not specified in reply to OTA survey.

[e] In Pennsylvania, each Service Delivery Area sets performance standards.

Sources: U.S. Department of Labor, Employment and Training Administration, unpublished data, for actual entered employment rates (except for Colorado): OTA telephone survey for entered employment rate performance standards and actual entered employment rate for Colorado; Table 5.4, U.S. Congress, Office of Technology and Assessment, *Technology and Structural Unemployment: Reemploying Displaced Adults*, p. 184.

populations reported higher placement rates than projects that did target, but the average reemployment wage level of $5.91 for the non-targeted projects was less than the $7.03 reported by projects that did target the population to be served. Projects operated by the private sector also tended to have slightly higher placement rates and much higher average wage levels than projects operated by the public sector, the SDA-PIC, or an educational institution.

Explanations for the private sector's greater success considered by GAO were the private sector's knowledge of the job market, contacts with other employers, and the fact that some of the jobs may have been identified in advance. The lower placement rates experienced by the targeted projects was thought to be the result of less selective enrollment of participants and a heavier concentration of older or less-educated participants. This explanation does not account for the higher wage levels resulting from the targeted projects, however.

In addition, projects with job linkages tend to result in higher rates of placement but lower wage levels. Understandably, OJT results in a higher placement rate than classroom training, but the average wage levels for OJT participants are lower in general than for those who participate in classroom training.[35] The reasons for these various outcomes are not clearly understood, however.

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[35] *Ibid.*, (1987), pp. 60-68, and (1986), pp. 36-37.

Table 21.

Enrollment and Outcomes in JTPA Title III Programs by State, October 1983-June 1984

State	Enrollment	Total terminated	Entered employment rate*	Average hourly wage Old job	Average hourly wage New job
Alabama	2,713	1,538	78%	$5.15	$4.68
Alaska	0	0	0	NA	NA
Arizona	1,554	484	91	10.46	8.81
Arkansas	2,762	1,269	88	NA	NA
California	8,839	5,031	73	8.02	8.53
Colorado	286	256	90	7.00-20.00	6.50-10.00
Connecticut	527	386	89	7.23	7.46
Delaware	285	112	90	NA	NA
Florida	1,139	730	82	NA	4.20
Georgia	630	41	76	5.42	5.03
Hawaii	564	345	73	4.91	4.94
Idaho	228	136	77	NA	8.13
Illinois	7,567	3,051	65	NA	6.61
Indiana	3,628	975	81	NA	NA
Iowa	3,958	2,447	51	7.88	6.69
Kansas	698	376	89	6.11	5.64
Kentucky	828	291	59	NA	NA
Louisiana	361	309	60	NA	NA
Maine	246	126	94	NA	5.00
Maryland	2,406	1,250	66	NA	NA
Massachusetts	1,127	532	87	4.00-12.00	6.00
Michigan	3,524	1,737	95	NA	9.47
Minnesota	2,840	1,740	63	NA	6.25-7.00
Mississippi	1,894	1,242	71	4.44	4.18
Missouri	5,778	5,041	81	7.53	7.93
Montana	1,199	947	78	10.00	7.92
Nebraska	473	266	46	6.00	5.58
Nevada	1,478	848	66	6.84	5.78
New Hampshire	403	227	90	8.50	6.00
New Jersey	1,979	529	71	NA	NA
New Mexico	102	54	30	14.00-15.00	NA
New York	1,144	665	68	5.78	6.19
North Carolina	3,691	1,166	96	4.53-6.14	4.10-4.88
North Dakota	102	29	38	5.34	4.87
Ohio	4,699	2,256	74	NA	5.35
Oklahoma	166	62	53	3.00	5.00
Oregon	1,690	1,016	89	NA	6.14
Pennsylvania	5,875	4,135	49	7.11	8.80
Rhode Island	608	438	77	5.00-6.50	4.50-5.00
South Carolina	1,718	798	67	4.60	4.73
South Dakota	25	10	100	3.72	5.14
Tennessee	599	339	66	5.28	4.94
Texas	2,227	1,352	67	NA	NA
Utah	434	202	71	7.26	6.88
Vermont	94	39	85	4.60	5.54
Virginia	6,778	3,400	73	NA	3.87
Washington	2,293	1,124	90	NA	NA
West Virginia	1,385	876	89	6.24	7.71
Wisconsin	3,859	1,497	91	7.81	6.33
Wyoming	171	133	29	7.55	7.32

NA - Not available.

*The entered employment rate is the percentage of clients terminating from Title III programs who found jobs.

Sources: For data on enrollment, total terminated, and entered employment rates (except for Colorado), U.S. Department of Labor, Employment and Training Administration, unpublished data. For average hourly wages on old and new jobs, OTA telephone survey. The OTA survey was also the source for total terminated and entered employment rates for Colorado. At the time Colorado reported to the Labor Department (June 30, 1984), no participants in the State's Title III program had yet found jobs. At the time of the OTA survey (from fall 1984 through winter 1985), 90 percent of terminees had entered employment. Table 5.2, U.S. Congress, Office of Technology Assessment, *Technology and Structural Unemployment: Reemploying Displaced Adults*, p. 175.

Title III program outcomes also varied considerably by State. Table 21 summarizes enrollment and outcome information by State from the inception of JTPA through June 1984.

B. Performance Standards

The Department of Labor did not set numerical performance standards for Title III projects for either the transition period or the first program year (PY 84). However, State Governors were required to establish an entered employment rate for terminees from the formula-funded part of the Title III programs in PY 84. Most States in the Westat evaluation did not rely on transition year experience to help establish standards for PY 84.

Eleven of the 18 States in the Westat sample that implemented performance standards in that program year established a statewide performance standard for the entered employment rate—some below the national standard of 55 percent and others the same or slightly higher. Some States negotiated different rates with each separate Title III project, depending upon its transition year experience. Still other States set entered employment rates that varied according to the type of services that the Title III participants received.

Twelve of the 20 Westat sample States also set cost-per-placement standards in PY 84, and about half of the sample States established an average-wage-at-placement standard for Title III projects. As with the entered-employment-rate standard, States varied in how they established their specific numerical standards and in the range of standards developed.

Finally, a few States went beyond the three basic standards and developed standards for welfare entered employment, maximum cost per participant, increased earnings, increased earnings in relation to costs (i.e., a cost-benefit measure), placements in new or expanding industries, and other more restrictive measures.[36]

States varied in their attitudes toward Title III performance standards as in their attitudes toward standards in general. Some felt it was a "game" they had to play; others indicated their belief that performance standards resulted in a stronger program.[37]

The OTA telephone survey found that "pressure to achieve higher placements and lower costs probably issued less from the JTPA performance standards than from the informal goals that program managers and private sector policymakers were striving to achieve.[38] Table 20 compares performance standards for entered employment rates with actual entered employment rates, by State, from October 1983 through June 1984. In most cases, the actual placement rates far exceeded the planned rates.

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[36] See the discussion in Westat, *Final Report*, pp. 10-16 through 10-20.

[37] *Ibid.*, pp. 10-20 through 10-22.

[38] OTA, *op. cit.*, p. 183.

V. Summary Observations

Title III programs for displaced workers vary considerably from project to project in terms of services provided and the eligibility requirements. States have likewise differed widely in their approach to the program and in their abilities to administer the funding and the programs at the local level. Most States leave the administration of projects to local people by relying on an RFP or other process that selects from among projects that meet State-established criteria. The lengthy nature of this process contributes to what has already been identified as a problem—the inability to allocate quickly available program funds.

The reasons for this "problem" are complex, however. They include the tendency of States to reserve funds at the State level for future emergencies or other contingencies; the fact that projects frequently report expenditures at a late period; and other reasons that may not relate to managerial shortcomings. Further information is needed to determine whether the experience of large amounts of carryover is to be expected, given the nature of the program itself, or whether the program requires fewer funds or some other legal remedy to improve its management performance.

Results from the program itself indicate a relatively high placement rate for most projects (with the greatest success apparent among those administered by private sector operators, according to the GAO study). However, in nearly all cases the wages experienced by successful Title III participants who reenter employment is considerably lower than their previous wage before layoff and is less than the average for private sector jobs throughout the economy.

In general, early results seem to be positive for Title III participants in terms of finding new employment, but the quality of jobs achieved by these participants is an area that needs additional review, as is the problem of using funds in an efficient manner.

Title IV: Federally Administered Programs

I. Native Americans

JTPA provides for national programs of employment and training for Native Americans, including American Indians and Alaskan and Hawaiian natives. The programs are administered from the national level, with funds distributed to Indian tribes, bands, or groups on State or Federal reservations, Oklahoma Indians, Alaska Native villages, and other organizations that the Secretary of Labor determines represent the interests of Native Americans, including Hawaiian natives. Under the Act, the Secretary is also required to make appropriate arrangements to provide employment and training services to nonreservation Indians.

The Secretary is charged with the responsibility of managing JTPA programs in a manner that supports growth and development as determined by representatives of the group served and with providing technical assistance. Recipients of funds must also establish performance standards consistent with the standards established by the Secretary for programs funded under Title II-A for economically disadvantaged youth and adults.

The Act provides that 3.3 percent of the amount available for JTPA Title II-A programs be allocated to Native American programs. In FY 1985, this amounted to $62.2 million, which funded 13,200 service years of activity at a cost of $4,700 each.

Limited findings from an unreleased study commissioned by the Department of Labor to evaluate Native American Program grantees (a sample of 30) indicated that "environmental" factors, notably the state of the economy in general and in particular the reservation economy, affected program outcomes. The lack of available private sector jobs on reservations is a major difficulty for all reservation training programs.

II. Migrant and Seasonal Farmworkers

Section 402 of JTPA authorizes migrant and seasonal farmworkers (MSFW) programs leading to placement of farmworkers in unsubsidized agricultural or nonagricultural employment. Funding for the program has remained constant at $60.4 million, supporting around 10,500 slots at a cost of about $4,200 each. Supportive services are also provided, with the number of supportive service contacts averaging about 130,000 at an average cost of $127 per contact.

A study of a sample of 11 MSFW grantees under JTPA, commissioned by the Department of Labor, focused on the program's economic effects and uncovering any implementation or compliance problems. Based on information gathered from site visits and data analysis, the evaluators concluded that:

- The program grantees in the sample had developed effective and reliable data systems;
- The transition from CETA to JTPA had not been difficult, perhaps because MSFW programs had always been operated as national programs;
- While performance standards have posed no major difficulties, they are prompting greater emphasis on training and less on supportive services; and
- Placements are generally at the entry- or intermediate-level in nonagri-

culture related positions. They are predominantly indirect placements, i.e., not directly from the program itself but occurring after participation.

The authors of the evaluation noted that the sample in their study was too small to draw broad conclusions about the effectiveness of the overall migrant and seasonal farmworker programs operating under JTPA.[1]

III. Job Corps

The stated purpose of the Job Corps program (which was originally authorized in 1964 under the Economic Opportunity Act) is to assist economically disadvantaged young men and women between the ages of 14 and 22 who can benefit from an unusually intensive program, operated in a group setting, to become more responsible, employable, and productive citizens; and to do so in a way that contributes, where feasible, to the development of national, State, and community resources, and to the development and dissemination of techniques for working with the disadvantaged that can be widely utilized by public and private institutions and agencies (Sec. 421).

Severely disadvantaged youth are the chief target group. Services are usually provided in a residential setting, although nonresidential programs are also authorized. Job Corps is a total service program that, in addition to remedial education, skills training, and work experience, provides subsistence, clothing, health care, and recreation. Corps members receive allowances for pocket money and earn money for relocation/readjustment allowances upon termination.

There are currently 107 Job Corps centers in operation. Of that number, 77 are operated by contractors to the Department of Labor, and the remaining 30 are operated as conservation centers by the Departments of Agriculture and Interior.

Job Corps capacity was effectively doubled between 1977 and 1981. Annual appropriations for the program have been about $600 million since 1981, an amount that supports about 40,500 service years, or "slots." Because the average stay in the Job Corps is less than a year, approximately 100,000 persons can be served annually. Program Year 1985 costs have been calculated as $15,000 per service year, $6,000 per participant, or $13,000 per placement. The Administration's requested funding for FY 1987 is $351 million, which could support about 22,500 service years, although in past years the Congress has continued funding at about the $600 million level.

An *Evaluation of the Economic Impact of the Job Corps*, published in 1982 by a contractor funded by the Department of Labor and frequently cited as a model evaluation of a social program, found that the program was a "success" in terms of services to participants and measurable return to society in exchange for costs. Specifically, in contrast to a comparison group, Job Corps participants in the study sample: (1) increased both their employment and earnings, working more weeks per year and earning more than nonparticipants; (2) reduced their dependency status, receiving lower amounts of cash assistance, public welfare, and unemployment compensation than nonparticipants; and (3) increased their educational attainment substantially more than nonparticipants. In addition, the health of participants (who benefit from free dental and medical care while enrolled in the program) was found to be better than nonparticipants.

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[1] Lawrence Johnson & Associates, Inc., *Evaluation of Selected Aspects of the Migrant and Seasonal Farmworker Program, Final Report* (Washington, D.C., April 11, 1985). For additional information about migrant and seasonal farmworkers, see Philip L. Martin, *Seasonal Workers in American Agriculture: Background and Issues* (March 1985, NCEP RR-85-04).

With respect to societal benefits, the evaluators agreed that the program was cost effective, with a small, but positive, benefit-cost ratio. Specifically, program returns, measured in terms of taxes paid by former participants and reductions in welfare and unemployment insurance costs, exceeded the amount invested.[2]

A large-scale process evaluation of the Job Corps conducted for the Department of Labor and completed in 1985 raised further issues about the efficiency of Job Corps operations. Among other issues, the study looked at Job Corps recruitment and screening practices; its basic education program; vocational training and work experience; residential living program; health services; administration and management; length of stay and early termination among enrollees; placement services; and costs. Findings indicated tremendous variety in performance among centers operating nationwide. The study also compared the costs of contract centers with the costs of centers operated by the Departments of Agriculture and Interior. The finding that centers contracted to private firms were less costly than centers administered by the Federal Departments contributed to a decision by the Administration to eliminate six federally operated centers as a means of reaching Gramm-Rudman-Hollings budget reduction targets.[3]

Related to this issue, a special study of the Civilian Conservation Centers (CCC's), operated by the Departments of Agriculture and Interior, was conducted for Senator Orrin Hatch of Utah in 1986 by the General Accounting Office. GAO examined these programs in terms of their record of costs, job placements, and starting wages for youth after receiving training and the nature and extent of public service activities performed by the CCC's and comparably sized Job Corps centers that are administered under competitive contracts. The review focused on 29 of the 30 CCC's and 13 centers administered by competitive contract. The 42 centers in the sample represented 40 percent of the program's total of 107 centers and 22 percent of the program's enrollment capacity.

Data from the study indicated that the annual per-person costs are higher at CCC's than at contract centers (Table 22), but youth who receive training at the CCC's are more likely to be placed in jobs, enter other training or the military, or return to school than youth who are trained

Table 22.

Average Annual Per-Person Cost for Job Corps Civilian Conservation and Contract Centers

Cost Categories	Civilian Conservation Centers	Contract Centers	Difference
Residential Living	$ 4,403	$ 3,246	$1,157
Education	989	688	301
Vocational Training	4,034	1,232	2,802
Medical/Dental	562	584	−22
Administration	2,298	1,902	396
Other Expenses	981	1,038	−57
Management	1,509	1,855	−346
Total	$14,776	$10,545	$4,231

Source: U.S. General Accounting Office, Briefing Report, *Job Corps: Its Costs, Employment Outcomes, and Service to the Public* (Washington, DC: GPO, July 1986), p. 8.

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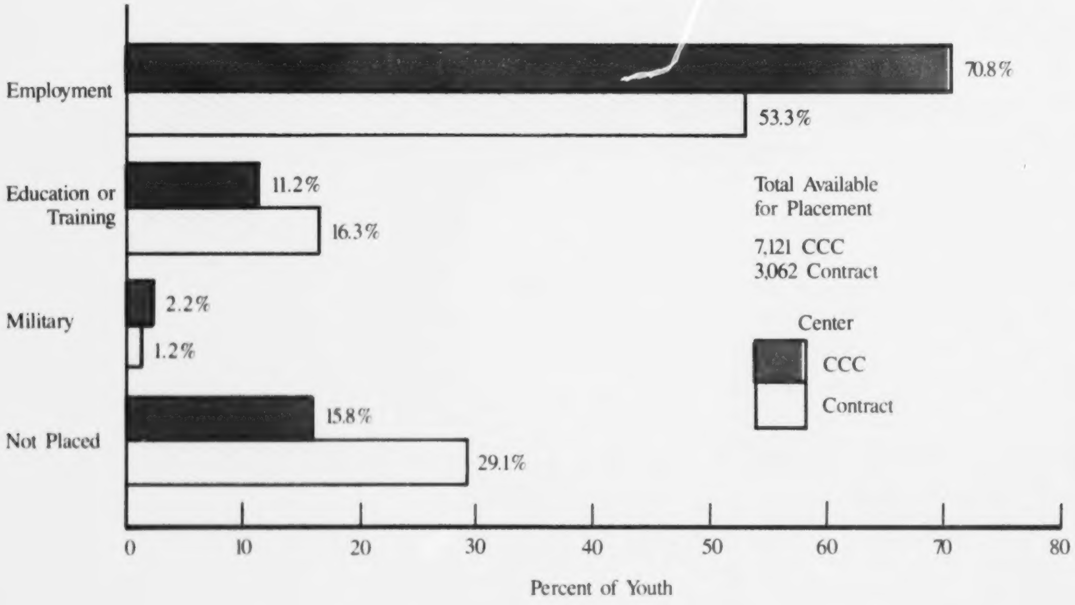
[2] Mathematica Policy Research, *Evaluation of the Economic Impact of the Job Corps Program* (Washington, D.C., 1982).

[3] Macro Systems, Inc., *Job Corps Process Analysis Final Report* (Prepared for the U.S. Department of Labor, October 1985).

Figure 25.

Placement Rates of Youth Leaving Job Corps Program for Jobs and Other Education or the Military, by Type of Center



Source: GAO Briefing Report, *Job Corps: Its Costs, Employment Outcomes, and Services to the Public*, p. 12.

at the contract centers. (See Figure 25.) Similarly, youth who obtain employment after training at CCC's are paid higher starting wages than youth trained at contract centers. In addition, CCC's are more involved in public service activities, such as construction projects on public lands or in local communities. These results are attributed to the fact that CCC training is more often for trade skill training, such as construction, bricklaying, and heavy equipment operation, than for service occupations, such as nurses' aides, clerk-typists, stenographers, bookkeepers, word processors, and food servers. The added costs of CCC's in comparison to contract centers is related in part to the salaries, wages, and benefits paid to center personnel, including the trainers who tend to be union instructors with higher wages than the instructors who teach service occupation skills at other centers.[4]

While findings from this study helped to forestall closing centers and the decision to maintain temporarily the level of funding for the Job Corps, the cost of the program in comparison to perceived benefits to enrollees and society remains the central issue for policymakers, more so than any question of operational improvement.

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[4] U.S. General Accounting Office, *Job Corps: Its Costs, Employment Outcomes, and Service to the Public, Briefing Report to the Chairman, Committee on Labor and Human Resources, United States Senate* (Washington, D.C.: GPO, July 1986).

IV. Services for Veterans

Services for veterans are authorized by Part C of Title IV of the Job Training Partnership Act. This part establishes the Office of the Assistant Secretary of Labor for Veterans' Employment, who is the principal advisor to the Secretary of Labor on matters relating to veterans' employment, and the Administrator of the Veterans' Employment and Training Service. Programs authorized under this title are for the employment and training needs of: (1) veterans with a service-connected disability; (2) Vietnam-era veterans, and (3) recently separated veterans. These programs are supplemental to the major veterans' programs, which are operated by the Veterans' Administration.

In 1985, Commission staff prepared a paper on the labor market problems of veterans and policy responses to them. That paper noted that there are about 28 million veterans. About 36 percent are under age 45; about 49 percent are between the ages of 45 and 65; and about 15 percent are 65 or older.

According to the findings of that study, employment problems of most veterans do not appear any more severe than those of nonveterans. However, two groups appeared to have particularly severe problems. Veterans with service-connected disabilities and Vietnam-era veterans with extensive combat experience appear to be having difficulty in establishing themselves in the labor market. The report concluded that special attention should be given to the needs of those groups.[5]

Amendments to JTPA in 1986 introduced the term "veterans" in a number of places in an effort to insure that all JTPA program operators include veterans' representatives in their decisionmaking process and give special attention to participants who are veterans. At the present time, veterans are not given preference over nonveteran JTPA applicants, however.

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[5] NCEP, "America's Veterans: A Report on Their Labor Market Experience and Job-Related Programs Available to Them," February 1985.

Conclusions and Recommendations

The Job Training Partnership Act (JTPA) became law in October 1982 and went into full force and effect in October 1983 after a one-year period of transition from its predecessor legislation. JTPA is the last of 10 block grants proposed by President Ronald Reagan as part of his philosophy of New Federalism, which assigns the authority for administering federally funded programs to States and localities.

Guiding principles of the legislation are State oversight and control; a partnership between elected officials and private industry councils (PIC's) to administer programs at the local level; a strong leadership role for representatives of private business at both the State and local levels; a primary focus on training for unsubsidized jobs; limitations on both administrative costs and supportive services for individuals in training; and the use of national performance standards to gauge program success.

Local service delivery areas (SDA's) and the States have now had nearly 4 full years of experience under JTPA, including the transition period. The program has matured, and its administrators at both the State and local levels have grown more confident in their assigned roles. The Commission believes that this is an appropriate time to examine and evaluate the effectiveness of JTPA programs as it is required to do under Section 473 of the legislation and to report to the President and the Congress its findings and recommendations for program improvement.

To accomplish this task, the Commission has examined evidence drawn from a number of program evaluations funded by NCEP and others, program management and performance data collected by the U.S. Department of Labor, and anecdotal information gathered through the Commission's own "Outreach Program," which has included formal hearings, sponsored meetings of State and local officials, site visits, and informal discussions with national, State, and local officials and program administrators, educators, program trainees, and employment and training professionals around the country. Our conclusions and recommendations, based on a synthesis of this accumulated data, follow.

Title I: The Job Training Partnership

Local Relationships

The Commission acknowledges and commends the efforts of both local elected officials and members of the private industry councils in making the local partnership structure work so effectively in most areas.

The Commission is aware that one of the big "question marks" of the JTPA legislation when enacted was how well the local partnership structure would function. The Congress mandated that elected officials and private industry councils, the majority of whom are private business representatives, work together to plan and direct local JTPA programs. However, it was the responsibility of all of these individuals to develop a working relationship in practice. Moreover, there was some concern expressed at the outset about the prospects for continued commitment of business and community leaders, who would serve as volunteers without required reimbursement and might soon grow weary of their responsibilities under JTPA.

The Members of the Commission

are pleased to say that in nearly every case of which we are personally aware and in most sites observed as part of national evaluations, the local partnerships are functioning harmoniously and well. We are equally pleased to note that representatives of private business who sit on and chair local private industry councils are taking their responsibilities seriously and are generally remaining on the PIC for the duration of their appointments and participating actively in council activities. PIC's seem to be performing vigorously and working effectively with local elected officials. A new sense of partnership has in fact been forged, and the public/private partnership is thriving in most areas.

We note with great satisfaction that the marketing and public relations activities of many PIC's have had a salutary effect in creating a very positive public image of JTPA, and we commend the activities of these local councils for helping to make job training for the disadvantaged a legitimate enterprise in the eyes of the public and, in particular, the eyes of local businessmen and businesswomen who provide jobs for trainees.

In recognition of this fact, the Commission (which in the past year has presented its own awards of merit to PIC's with exemplary programs in areas it has visited) wholeheartedly endorses the decision of the Congress to authorize a program of Presidential Awards for outstanding business achievement in job training programs and for model programs serving individuals with multiple barriers to employment. **The Commission suggests, however, that in future the nomination criteria for the awards be broadened somewhat to include PIC/LEO partnerships that are working in a particularly effective manner, since we would prefer that the awards be presented to both local partners where appropriate and not limited to PIC's alone.**

As a means of further strengthening private industry councils, the Commission recommends to SDA's that special efforts be directed to attracting to the councils certain groups of business leaders who may not be as well represented as they might be at the present time. For example, we found that in Puerto Rico, larger firms from Fortune 500 companies that had branches in the Commonwealth did not often participate on the PIC's. We believe that wherever such firms are major employers in a locality, they should be urged to participate. Similarly, we note from the NAB survey of 1985 that certain kinds of small businesses, particularly service and retail operations, were sometimes underrepresented on local PIC's. Since both service and retail trade will account for a large share of all future job opportunities, we urge local officials to make a special effort to be sure that they are represented as much as possible on the local councils.

The State Role

The Commission finds that the State role has been strengthened over the past 3 years as the various State "actors" have grown more accustomed to the program and their responsibilities under the law. Nevertheless, the Commission believes that State-level administration is an area that requires greater attention if the concept of New Federalism is to be fully and efficiently realized under JTPA.

We recognize that States have assumed new roles and responsibilities with which they are unfamiliar. The Commission supports the block grant concept and acknowledges that this will naturally result in a healthy diversity in the level of program development. The program is maturing, but unfortunately not all States have yet acquired the expertise to oversee JTPA programs most effectively. Where there are particular difficulties for which technical assistance can be useful, the Commission believes it ought to be provided by the Department of Labor or the Commission or other organizations with the ability to help.

1. Governor/State JTPA Staff

In keeping with the concept of decentralization inherent in block grants, the role of the Governor and the degree of his or her personal involvement in JTPA policies and programs has been determined by the individual. **Recognizing that strong gubernatorial leadership is often associated with successful programs, the**

Commission recommends that all newly elected Governors be provided with personal briefings and additional descriptive material about the program by the U.S. Department of Labor (DOL). This could be done by DOL directly, using national and regional staff, or with the assistance of the National Governors' Association. The Commission is anxious to see that new Governors receive early information about the program, so that State Job Training Coordinating Council activities and State-level JTPA operations are disrupted as little as possible following any changes in administration.

The Commission believes that JTPA should be considered an important tool for statewide economic development and as an integral part of any statewide human resource policy. The Commission is strongly supportive of any effort to develop State employment and training and/or human resource policies that encompass JTPA and other programs. **Accordingly, we recommend that in future a separate category of the Presidential Awards program be developed to include State-level activities that demonstrate this commitment.**

The Commission heard from most of the State Job Training Coordinating Council chairs who attended its regional meetings during the summer and fall of 1986 that it would be extremely beneficial if the State could provide preventive technical assistance to local areas that might not meet its performance goals. Previously, the Act provided that technical assistance grants be reserved for SDA's that did not qualify for incentive grants, thereby effectively precluding their use in areas that needed help but were not yet at a point of failure. An amendment to change the Act to allow for preventive State technical assistance was proposed, the Commission supported the change, and the amendment was subsequently enacted. The Commission believes that the ability to provide preventive technical assistance with the 6-percent funds is a healthy change that will improve the overall program.

At the same time, the Commission is aware that concerns about Federal audits and uncertainties about future liability has disturbed many State Governors and their JTPA administrative staff members to the point where they have requested a great deal of additional program information not required for the national reporting system. This has frequently led to consternation at the local service delivery area level and charges that States are overburdening local program administrators with unnecessary paperwork. The Commission is sympathetic to both sides in this issue, since they are obviously struggling with the problem of balancing State oversight responsibility and local administrative flexibility that is central to any block-grant program. The Commission is also aware that some degree of tension between the two is inherent in the State-local relationship and will never be resolved.

The Commission nevertheless recommends that the States review their current reporting requirements for service delivery areas with the objective of reducing the amount of information currently required from these local communities and that any additional State reporting requirements be carefully considered in terms of the paperwork burden that they will impose on the SDA's. Wherever possible, the Commission recommends that State and local JTPA administrators work together to determine what kinds of information are most needed.

2. State Job Training Coordinating Council

The Chairman of NCEP met with most of the State Job Training Coordinating Council chairs in four regional meetings held during the summer and fall of 1986. As a result of those meetings, it became apparent that the Councils and the chairs had become much more comfortable with their assigned responsibilities under the Act and, in many cases, were moving beyond procedural administrative matters to broad policy issues. To facilitate their activities, they were searching for a means of exchanging information among themselves about "best practices" and looking for potential solutions to common problems.

The Commission welcomed the opportunity to meet with the SJTCC chairs, and it pledges to continue to provide avenues of discussion for them, including, where desirable, meetings with representatives of the national office of the Department of Labor and with the Congress. The Commission believes that the State Job Training Coordinating Councils are a vital part of the JTPA administrative system, and we are pleased with the progress we have seen in the development of their role under JTPA.

3. State Legislature

The role of the State legislature is very loosely defined in the Act, but permits both oversight and the addition of State funds to Federal JTPA dollars. In some cases, political polarities within the legislatures or between the Governor and the State legislative leadership has led to friction that interferes with efficient JTPA administration. Nevertheless, the Commission believes that knowledge about JTPA on the part of State legislators is both useful and desirable.

Therefore, as in the case of Governors, the Commission recommends that the Department of Labor—possibly working through the National Council of State Legislatures—make available appropriate briefings and written material so that legislators can become more knowledgeable about JTPA and how it can be linked with other State program efforts such as welfare reform. We applaud those instances in which State legislators have already developed programs of this nature, including welfare reform efforts in Massachusetts and California.

The Federal Role

The Commission is aware that the U.S. Department of Labor adopted a deliberate "hands-off" posture during the implementation of JTPA and was criticized for offering very little in the way of technical assistance to States and localities, unsure about their new roles and responsibilities under JTPA. In retrospect, we believe that this posture was the most effective way in which to foster the independence required by States and localities under the concept of a block grant. Now that JTPA administrators have become more experienced, however, we believe that there are some program areas in which both States and localities could benefit from technical assistance and training provided by the Department directly or through grants to outside groups. We would note that Sec. 455 (a) of the Act *requires* the Secretary of Labor to provide these services.

Three areas that we feel need this kind of assistance are performance standards, management information (particularly with regard to post-program followup), and program evaluation. These are technical areas in which many State and local staff are far from expert. Moreover, because of the emphasis placed on meeting performance standards, some program administrators are reluctant to risk making changes to the national standards in order to accommodate programs for special groups, even though there is authority within the law to vary standards in accordance with local conditions or the characteristics of groups served.

Labor market information is a fourth area that is rarely given much attention, but is very necessary to most States and localities who lack the resources for it. We also note that the Act directs the Secretary to provide or arrange to have provided both pre-service and in-service training for specialized, supportive, supervisory, or other personnel, including job skills teachers. Audit requirements are another area that has left many States and local areas uncertain about the standing of earlier program decisions and that may benefit from clarification. Finally, we have been informed that, now that the Department is beginning to offer more program guidance, conflicting answers to questions from States about policy and procedure have come from the Department of Labor, and that consequently some review of the Department's procedures for policy guidance is needed.

1. Performance Standards

The Commission recommends that the Department of Labor in the next year work toward the goal of ensuring that appropriate staff at both the State and local levels have a thorough understand-

ing of performance standards. In particular, there is a need for greater knowledge of how the Department of Labor's regression analysis model can be used to establish reasonable performance expectations, in the context of local economic conditions and the characteristics of individuals who need services. We believe that this assistance would encourage the kind of special programs that have already developed in some SDA's as a means of assisting the hard-to-serve and would overcome the false belief that JTPA performance standards prevent serving the most economically disadvantaged individuals.

The technical assistance required could be provided by the Department directly or through outside groups, but the Commission believes that the Department should make every effort to ensure that JTPA administrators at all levels are knowledgeable about the performance standards system and how it can be modified to reflect local conditions. **Specifically, we would recommend seminars or other forms of on-site assistance to teach the basic methodology, especially in rural areas or in small SDA's where staff have had less experience than those from other larger areas.** We understand that a number of national public interest groups have already provided some technical assistance in understanding the DOL regression formula used in varying performance standards. The Commission favors additional efforts of this kind, as well as any others that DOL would consider useful in attaining their defined technical assistance goal.

2. Reporting

The Commission recommends to the Department of Labor that it pursue a similar kind of knowledge development effort with regard to reporting requirements, especially in the area of post-program followup. Now that the program has matured and there are "results" that can be tracked, the Commission believes that long-term information about trainees is vital to understanding the effectiveness of the JTPA program. The Department of Labor has indicated to the Congress that post-program followup information will be required from the States in the coming program year, with the objective of formulating followup performance standards to be applied in PY 88. The Commission has long supported post-program reporting and the development of performance standards based upon this information.

However, nearly all of the State Council chairs who were present at our regional meetings expressed great concern about how they could support such a data-gathering effort. The Commission is, therefore, pleased to note that the new JTPA amendments allow the use of 6-percent setaside funds for post-program followup for up to 2 program years.

With regard to other aspects of the current national reporting system, the Commission is aware that the absence of uniform definitions for "entered employment" (i.e., placement) and other outcome measures invites criticism and undermines efforts to measure the effectiveness of the JTPA program nationally and to compare results among different States and localities. The Commission believes that this is unfortunate and has discussed the possibility of recommending that "placement" be defined uniformly for all SDA's and that other changes be made to the national reporting system that would produce more information than is currently available at the Federal level.

In the deliberation of this very important issue by the Commissioners, several factors were considered. First, the Commission is aware that JTPA was designed as a block grant program, which purposely assigned administrative responsibility to States and localities. It strongly believes that the national reporting requirements should accordingly be kept to a minimum, with States and localities afforded maximum freedom to direct their own programs, including reporting. Furthermore, the Commission understands that the decision of the Department of Labor (with OMB approval) to begin collecting post-program followup data, which will indicate whether trainees are still on the job 13 weeks after termination, will obviate much of the need for a uniform placement definition. Several Commission

Members also noted that NCEP is just beginning work that will respond to its Congressional mandate to study the impact of performance standards on the choice of who is served, the services provided, and the costs of these services and that this work will demonstrate very clearly where there are data deficiencies and/or difficulties in acquiring program information.

Having considered all of these factors, the Commission therefore has elected to defer any specific recommendation(s) about changes to the reporting system until after it has an opportunity to determine first-hand what some of the deficiencies of the system are, and to consider further the changes that might be necessary.

At the same time, the Commission commends the Department of Labor's decision, with the concurrence of OMB, to require the collection of data on the use of setaside funds in its new JTPA Semiannual Report, and the characteristics of participants in Summer Youth Employment Programs (along with participation, termination, and expenditure data) in a separate summer report. The Commission supported these additions and believes that the information provided in these two reports will prove extremely useful to administrators at the Federal level.

The Commission was disappointed to learn that OMB turned down the request of the Department of Labor to collect certain information about long-term welfare dependency and youth competencies, which we also had supported. The latter is of particular concern to NCEP because of its interest in helping youth-at-risk, and the former is directly related to the legislative requirement that the return on the investment in job training be measured in part by reductions in welfare dependency. The Commission will consider these two areas of data collection very carefully in making its future recommendations on reporting requirements.

3. State and Local Evaluations

The Commission is concerned with the matter of how to assist State and local administrators to evaluate JTPA programs. It has funded a large-scale project that resulted in the development of State and local evaluation models, which have been provided to the Department for use in a technical assistance effort. **We recommend that the Department make available, upon the request of the States and/or localities, training and technical assistance in evaluation techniques (including process and performance).**

4. Labor Market Information

In the SJTCC meetings sponsored by the Commission and in sites visited in the course of the year, Commissioners heard from a variety of sources that labor market information (LMI) was both necessary and hard to gather in many areas. We found the problem to be particularly acute in Puerto Rico, which is not included in the Current Population Survey or the Bureau of Labor Statistics' Area Wage Surveys. For many States and SDA's, gathering accurate labor market information to assist in gauging labor market demand and training needs is both a major expense and a difficult undertaking. Sec. 461 (a) of the Act requires the Secretary of Labor to maintain a comprehensive system of labor market information on a national, regional, State, local, or other appropriate basis and to make that information publicly available in a timely fashion.

The Commission recommends that the Department work with States to be certain that the States are able to provide adequate labor market information and can assist local communities to gather the necessary information for program and planning purposes. NCEP specifically recommends that the Department work closely with the Commonwealth of Puerto Rico (especially the Puerto Rico Occupational Information Coordinating Committee), which is just beginning to collect its own labor market information. Further, the Commission is supportive of the new provision, added by technical amendment, that the Department examine the feasibility of collecting information on dislocated farmers and ranchers. The Commission believes that such information is necessary to help define the dimensions of the agricultural problem.

5. Staff Training

The training of administrative staff is vital to the efficient operation of JTPA programs. **The Commission recommends that the Department provide pre-service and in-service staff training to States and localities as the Act requires, particularly in areas that have fallen below the national performance standards and/or have been determined to be having difficulty in providing services.** Such training should be developed with the cooperation of the States and could logically be coupled with a State's own efforts to provide preventive technical assistance, which is now an allowable expenditure under the 6-percent setaside.

6. Audit Regulations

Under JTPA (Sec. 164), States are required to prepare or have prepared at least once every 2 years an independent financial and compliance audit of each recipient of funds under Titles II and III of the Act. In addition, the Comptroller General of the United States is required to evaluate the expenditures of grant recipients on a selective basis periodically, and the Inspector General of the Department of Labor also has auditing responsibilities. Violations of the Act that are discovered in any of these inspections will result in sanctions and repayment of disallowed expenditures.

During the transition period and on into the first program year, many States were very hesitant about making decisions that they believed might leave them liable for return of funds when the Federal auditors conducted their program reviews. The Department of Labor was very insistent that States take the lead in interpreting the law and deciding how it would be applied in their jurisdictions. States responded in many cases by requiring much more documentation from SDA's than the latter preferred. The result, frequently, was that local JTPA administrators complained that States were being more restrictive and were requiring more paperwork than the Department of Labor imposed under the previous legislation.

Now that SDA's have had 2 full program years of experience under the Act, Federal and State audits will be taking place nationwide. Once the Federal auditors have conducted some reviews and the States know better what to expect, we anticipate that States will become more confident in their oversight role and, therefore, less restrictive in their paperwork requirements. **However, we would also recommend to the Department of Labor that its own auditing department communicate with the States on a more frequent basis about the audit standards it will apply to JTPA.** The Commission believes that this kind of communication would help to alleviate much of the uncertainty that has apparently resulted in what are considered by the service delivery areas to be burdensome reporting requirements imposed by States fearful of future audits.

7. Policy Guidance

Under the previous program, the Department of Labor sent out general responses to frequently asked questions of a policy or procedural nature. During the transition period under JTPA, the Department referred nearly all questions of this nature back to the State Governors for decision. Currently, the Department has begun to take a more active role in the program and to respond directly to queries from States. The Commission has been told that in some cases contradictory responses to the same question have been provided to two or more States, depending upon the departmental source of the response. While this may not be a frequent occurrence, we feel that the Department should take care to see that its statements are consistent at all times.

The Commission, therefore, recommends that the Department establish one central source and/or mechanism of policy advice such as the "Questions and Answers" (Q & A) series published for previous programs **and that the office responsible for this advice be placed as close as possible to the office of the Assistant Secretary for Employment and Training.** The Commission does believe, however, that specific direction should be kept to a minimum in keeping with the concept of New Federalism.

Coordination

The Commission recognizes that coordination—no matter how emphatic the rhetorical exhortations become—usually depends upon the impetus of one or two strong personalities who support the goal and an awareness by all parties that coordination will result in mutual benefits. We join those who label coordination a useful goal, and, on a more practical level, we support the removal of any legal or administrative impediments (e.g., local welfare program income requirements that count OJT training wages as income in determining eligibility for public assistance) to joint program efforts, even though we also acknowledge the fact that many of these barriers reflect State and local laws and the responsibility for their removal must therefore rest at those levels.

Where Federal laws or regulations constitute barriers to coordination, however, we recommend that work begin to overcome the problem. As a first step, the Congress enacted in Sec. 5 of the original JTPA legislation amendments to the Wagner-Peyser Act and the Social Security Act that promote coordination between JTPA and both the public job service and the Work Incentive program. **The Commission recommends that the Congress add similar language to other employment-related legislation, including future amendments to the various education laws, since mutual requirements for coordination do more to accomplish that end than do "one-way" mandates under JTPA.**

The Commission strongly supports active program linkages at all levels of government, including the Federal. We propose that the Commission serve as a sponsor for a meeting of high-level representatives from the Departments of Labor, Education, Health and Human Services, Commerce, Defense, and other interested agencies to explore how programs administered by these various organizations can be more satisfactorily linked.

At State and local levels, we applaud efforts to join JTPA with economic development activities. The Commission suggests that JTPA administrators in areas where jobs are particularly scarce (especially rural poverty areas) consider how lesser-known agencies such as ACTION can assist them in promoting economic development and cooperative ventures. While the Commission acknowledges that some have criticized "employment-generating activities" such as assisting small businesses to secure Federal contracts and thereby create jobs that will be made available to JTPA trainees, we find such activities to be useful and worthy of support.

The Commission also supports coordinated efforts between JTPA and welfare programs, noting that the GAIN program in California and the ET/CHOICES program in Massachusetts are two examples of efforts by States to tackle a difficult problem with the assistance of JTPA. The Commission further commends special efforts at the local level to link JTPA with other agencies that can provide transportation and child care services.

Mindful of the problems that exist for high school dropouts and other at-risk youth, we support all reasonable efforts to link education and training. We believe that the most recent amendments to JTPA, which promote the addition of basic and remedial education components in the summer program and the use of a part of the 8-percent funds for literacy training are very useful steps in this direction.

At the same time, we are aware that schools are sometimes reluctant to take any further responsibility for dropouts, just as JTPA administrators sometimes look with disdain on educators who have "failed" to educate dropouts in even the most basic literacy skills. The Commission is anxious that educators and JTPA administrators move beyond this point to a recognition of their mutuality of interest in serving young people. **To promote this kind of understanding, the Commission recommends that the Department of Labor, the Department of Education,**

and the Commission jointly sponsor some regional conferences of educators and JTPA administrators as part of their Youth 2000 activities. These conferences would offer workshops on such topics as the development and application of youth competencies, dropout prevention, and other relevant issues. More importantly, the conferences would provide an opportunity for educators and training administrators to get to know one another and explore common concerns.

Title II: Training Services for the Disadvantaged

Part A: Adult and Youth Programs

Participants

The Commission is very aware that the JTPA program has been criticized for "creaming," that is, selecting as participants only those eligible individuals who are already close to being job ready, who are self-motivated, and who can be placed in jobs with a minimum amount of assistance. While a definitive answer to these charges requires much more detailed information than is currently available, the following observations can be made based upon current program data.

The law provides that at least 90 percent of all participants must be economically disadvantaged, as defined by standard poverty measures, and that the remaining 10 percent, who may not be disadvantaged, must have encountered special barriers to employment, such as limited English-language proficiency, a prison record, alcoholism, drug addiction, a physical or mental handicap, age, or sudden displacement from a home through death of a spouse or divorce. Other special categories include school dropouts, teenage parents, and veterans.

The latest statistics for Program Year 1985 clearly show that 92 percent of all Title II-A participants during the period were, in fact, economically disadvantaged; 45 percent were minorities; 40 percent were public assistance recipients (including 21 percent receiving AFDC); and 27 percent were high school dropouts.

These participant characteristics, moreover, are not very different from JTPA's predecessor legislation, the Comprehensive Employment and Training Act (CETA). A comparison of JTPA and CETA characteristics made during the transition period by Westat, Inc., determined, for example, that JTPA and CETA participants were "comparably disadvantaged by income and employment experience," and that, in fact, unemployed participants appeared to be a higher proportion of JTPA participants than they had been under CETA.

What is apparent, however, is that JTPA participants in Title II-A programs tend to be, on average, slightly better educated than their CETA counterparts, with nearly 6 out of 10 having a high school diploma or better in JTPA and 5 out of 10 having attained that level of education under CETA. This factor does indicate that JTPA participants, especially those who may enter advanced classroom training, are able to benefit readily from the training provided. On balance, however, the available characteristics data indicate that JTPA trainees are not very different from their CETA counterparts.

Based on this information and other evaluation results, the Commission concludes that JTPA is serving the economically disadvantaged and is placing the poor in jobs in accordance with its mandate. In short, we believe that the program is making a significant difference in the lives of individuals who have serious labor market difficulties and who need help in finding employment.

At the same time, the Commissioners are aware that there are persons with even more serious and often multiple problems that do not make them likely candidates for success in JTPA or, indeed, most other training programs. Drug addicts, alcoholics, welfare recipients with very large families, and adolescent parents are among those whose problems are so severe that employment is often a secondary concern. These are people who require a level of personal attention that is difficult to provide under JTPA as it is currently written and funded. Solutions to these more intractable problems will require very innovative thinking and probably much more time and money, if they are to succeed. There are, however, some things that can be done under JTPA and that the Commissioners would encourage.

For example, the Commission is aware that many local service delivery areas have funded programs that work with groups that are harder-to-serve. In many cases, these are modest efforts but they have been developed in order to meet the needs of groups that might otherwise be neglected. We support these efforts and any measures that will encourage this type of activity. Specifically, the Commission:

- Applauds the development of Presidential Awards for model programs serving individuals with multiple barriers to employments.
- **Recommends that the Secretary of Labor devise and test specific pilot projects that will meet the employment-related needs of persons who face particularly serious labor market problems, as authorized in Sec. 453 (as amended) of the Act.**
- Favors rapid implementation of the new provision in the Act that requires the Secretary to develop national activities for populations with multiple barriers to employment and individuals not otherwise targeted in JTPA, including the handicapped and displaced homemakers.
- Supports linkages between JTPA and other programs that might serve these same purposes such as the various welfare reform efforts with a training component that have developed recently in a number of States.
- **Recommends** as a means of encouraging greater attention to groups with multiple handicaps **that the Department of Labor provide whatever training may be necessary to foster a better understanding of the performance standards mechanism** so that States and SDA's will not avoid serving those with severe employment handicaps out of fear that they will be penalized because of it.
- **Recommends that the Congress amend JTPA to permit a small percentage (e.g., 2 percent) of the regular II-A training allocation for each SDA to be used for any legal purpose of the Act, including experimental programs for groups with special needs, economic development, and marketing.** These funds would be exempt from performance standards. The Commission acknowledges that a portion of the 6-percent setaside can be used for serving special needs groups already, but we believe that permitting each SDA to make use of a small portion of their regular training funds for experimentation would result in greater strides in this direction. Successful experiments could lead to new and innovative approaches to serving the disadvantaged, especially those with unique needs.

Youth Activities

The Act requires that 40 percent of all Title II-A expenditures be for programs that serve youth, originally between the ages of 16 and 21. According to the most recent amendments, services provided to youth between the ages of 14 and 15 can be counted toward the 40-percent requirement if these youth are enrolled in pre-employment skills training. The Commission supports this amendment. We understand that some SDA's have had difficulty meeting the 40-percent youth expenditure requirement, even though the national average comes very close to this percentage. We believe that permitting expenditures for pre-employment services to 14- and 15-year-olds to be counted will help to focus attention on the youth-at-risk population.

JTPA severely limits the funds that

can be spent on subsidized work experience. Section 108 requires that work experience that is not tied to other training activities be funded from the 30 percent of local funds that may be used for administrative costs and supportive services. If work experience is coupled with training and certain other conditions are met, only half of the funds must come from the 30 percent "pot."

In general, the Commission supports these restrictions, because research shows that work experience alone has little if any positive impact on participants' long-term work or earnings. However, work experience can be used effectively in conjunction with education and training. Specifically, the work experience opportunity can be structured as an incentive for participation in remedial education. **Therefore, the Commission recommends that work experience that is provided in conjunction with basic skills remediation for dropouts be considered a training expense.**

In recognition that young people with very serious handicaps, including a lack of basic skills, drug problems, early pregnancies, and related difficulties, stand very little chance of succeeding at work or in life, the Commission has begun a major project that will entail both new research and analysis of the old to arrive at conclusions about how best to help our young people who are now at risk. Our aim is to develop a national strategy for serving youth-at-risk. We invite the Department of Labor and the Department of Education to join with us in this effort, to add their staff and funding resources to our own, with the aim of presenting findings and conclusions at a joint symposium sometime in 1987. It is our considered judgment that youth-at-risk constitute a major problem for this Nation as we move toward the end of this century, and that all of us who are concerned about the problem need to work together in devising a solution that will encompass not only job training, but anti-drug programs, education, and other supportive efforts aimed at avoiding a very serious threat to the Nation's well-being.

Programming

Training under JTPA consists largely of classroom instruction and on-the-job training. The Commissioners have visited many fine programs of classroom instruction around the country, including several that were funded largely by private corporations working with local JTPA administrators. We believe that these programs are, with few exceptions, worthwhile and are teaching skills that enrollees need to enter the job market. We are aware that some specialized courses have entry-level requirements for language and mathematical proficiencies and typing skills that not all enrollees could fulfill. We are supportive of any efforts that are directed toward prevocational skill development for the hard-to-serve so they can enter more advanced training, and we would urge PIC's to consider such activities to ensure a balanced approach to training.

The Commission is pleased that on-the-job training represents a sizeable component of the JTPA program because it has always resulted in high rates of placement for participants. We recognize, however, that under JTPA, on-the-job training opportunities are often shorter term and pay less than OJT assignments under previous programs, although there is some evidence that this may be changing as the program matures. We are also aware from personal observations during site visits, that some on-the-job training is immensely productive with excellent instruction and career potential, while other training opportunities may be very poor on both counts. We, therefore, urge private industry councils and local and State JTPA administrators to take special care in selecting and monitoring contractors to be certain that OJT is as effective a training procedure as it can be. **We also recommend to the State Job Training Coordinating Councils that they carefully evaluate OJT contracts as part of their operational reviews.**

The Commission is very concerned about the need for basic skills, literacy training, and remedial education, particularly for young people who may have dropped out of school. We, therefore, enthusiastically support the most recent JTPA amendments that promote such efforts, namely:

- Authorizing the use of 8-percent setaside funds for use in literacy training for youth and adults, dropout prevention and re-enrollment services, and school-to-work transition services.
- Requiring SDA's to assess the reading and math skill levels of summer youth program participants, describe in their local plans how they will spend program funds for basic and remedial education components, and establish written goals and objectives for the program.

Also, as indicated above, we support efforts to develop special programs for individuals with multiple problems and believe that the amendments authorizing Presidential Awards for successful projects of this kind and broadening the Secretary of Labor's ability to fund pilot projects and national activities for special needs populations will help move the system in this direction. We encourage all local experimentation with innovative projects for the hard-to-serve.

Mindful of the role that private business can play in helping to develop effective training programs and in providing it on the job, we reiterate our recommendation that State and local administrators, PIC's, and SJTCC's seek out both large and small businesses to become involved in JTPA. Larger Fortune 500 companies might be requested to provide matching funds or in-kind contributions for training activities; smaller companies should be considered as potential OJT contractors, and, wherever possible, training should be adapted to meet the needs of small businesses.

Use of Setasides

3-percent

The evaluation literature points out, and conversations with SJTCC chairs confirm, that some States are having difficulty using the 3-percent setaside funds for older workers. Reasons given for this finding have ranged from recruitment problems to some reluctance on the part of JTPA administrators to focus on a population for which placements may be difficult. The Commission understands that a joint DOL/HHS study, which will highlight the practices of some of the best projects now operating with 3-percent funds, is currently underway, with results to be available in the spring of 1987. **We recommend that the study's findings be widely disseminated to States so that those who have had less successful programs might benefit from a knowledge of how more effective projects operate. We would also recommend that the Department offer specific technical assistance to States that are having difficulty using their 3-percent funds efficiently.**

The Senior Community Service Employment Program (SCSEP), which is authorized by Title V of the Older Americans Act, provides part-time subsidized employment to economically disadvantaged older Americans who are at least 55 years of age. **The Commission recommends that the Department of Labor encourage States to link JTPA programs and SCSEP activities.** At the same time, we do not feel that the definition of disadvantaged older worker under JTPA needs to be brought into conformance with the slightly broader SCSEP definition. The Commission believes that efforts to bring about closer coordination between the two programs can proceed satisfactorily without this change.

5-percent

Many States complain that the 5-percent setaside for State administrative expenses, including auditing, the development of the Governor's coordination and special services plan, SJTCC administration, preservice and in-service training, and other State-level activities, is not sufficient. That is one reason that States establishing management information systems during the transition period relied on 6-percent monies for that purpose and were anxious to use these same funds for post-program data collection.

The Commission believes that the concerns expressed by the States have legitimacy and will become even more important as States are called upon to perform the required audits, evaluate programs, and provide additional training to SDA's. Any changes in SDA configurations within a State will likewise add to the level of administrative expenditures. **We, therefore, recommend that the Congress review the 5-percent setaside provision for State administrative costs, with the objective of providing a floor or administrative "hold-harmless" provision for small States.**

6-percent

The 6-percent setaside is designated for use in providing incentive grants to programs that exceed performance standards, including incentives for serving hard-to-serve individuals; for technical assistance to SDA's; and, over the next 2 program years, for the establishment of post-program followup reporting systems. As indicated earlier, the Commission supports the most recent changes to the Act, which permit States to provide preventive technical assistance and that allow the use of these funds in establishing post-program data collection procedures by SDA's.

Since the 6-percent funds provided for incentives are meant to encourage SDA's to exceed performance standards and to improve the program generally, **the Commission recommends that the Congress instruct the General Accounting Office to study the impact of these funds on program performance.** While we are in favor of rewarding those SDA's who perform well, it would be useful to know the actual effect of these incentives on performance and how the funds are actually being used.

8-percent

Eight percent of a State's Title II-A allotment for each fiscal year is earmarked for State education programs, including at least 80 percent for services for eligible participants under cooperative agreements between State and local education agencies and JTPA administrators, and 20 percent for coordination activities. The most recent amendments to JTPA authorize three additional activities that may be provided under the educational setaside (literacy training for youth and adults, dropout prevention and reenrollment services to youth, and statewide school-to-work transition assistance). Current law also requires that State/local education agency or agencies must provide a 100-percent match for the funds used for educational services.

Although the purpose of this setaside was to encourage coordination between education and training, in some States evaluators have noted that the funds are simply turned over to State educational agencies, which thereafter make little attempt to coordinate their use with JTPA administrators. The situation is especially prevalent in those States where the Superintendent of Public Instruction is elected separately from the Governor and may have little interest in JTPA.

Once the funds have been turned over to the Department of Education, moreover, there is often little control over their use. One evaluator found, for example, that in some States the 20-percent allotment for coordination activities was being spent primarily for administrative costs by the Department of Education. Since the Act does not define "coordination" as it applies to the 8-percent setaside, there are no guidelines for legitimate uses of the money. Because there have been no reporting requirements for the setasides, there has been no way to determine how they were being spent. The new JTPA Semiannual Status Report (JSSR), which does call for information on uses of the 8-, 3-, and 5-percent setasides, will presumably remedy this deficiency.

The Commission, therefore, recommends to the Congress that future amendments to the Act define what is meant by "coordination activities," as it applies to the 8-percent setaside. We also support the recent decision to require that these funds be used for literacy training, dropout prevention, and/or school-to-work transition activities. We encourage the Department to analyze the information that it receives through the new JSSR to be certain that the 8-percent (and other) setasides are being used in a manner that is fully supportive of JTPA goals.

10-percent

Amendments to the Wagner-Peyser Act, contained in JTPA, require that 10 percent of the funds allotted to each State for employment service activities be reserved for use in providing performance incentives to public employment service offices and programs that meet performance standards established by the Secretary; services to groups with special needs, carried out under joint agreements with the employment service and local PIC's, elected officials, and other public agencies or private non-profit organizations; and the extra costs of exemplary program models.

The Commission is aware that, in the past, program models that include relocation services for persons in areas where jobs are not plentiful have been tested in model projects associated with certain Job Service offices. **We recommend that the Department review the findings from these experiments to determine whether the results warrant application to particular localities, and, if yes, that the Department make every effort to disseminate information about successful projects and otherwise encourage their development.** The Commission recommends that demonstrations or models that include such services be initiated in rural communities where dislocated farmers are having difficulty finding alternative employment.

We also note that the Secretary is authorized under a new amendment to fund pilot projects for training people who are threatened with job loss due to technological change, international economic policies, or general economic conditions. **The Commission recommends that the Department work with State and local ES offices to develop projects of this kind.**

Performance Standards

Sec. 106 (f) of JTPA requires the National Commission for Employment Policy to advise the Secretary of Labor on the development of performance standards and to evaluate the usefulness of such standards as measures of desired performance and their impacts (intended or otherwise) on the choice of who is served, what services are provided, and the cost of such services in service delivery areas.

The Commission worked very closely with the Department during the first 2 years of the program to assist in the development of national standards and the parameters for variation. We look forward to working with the Department again in the development of standards related to post-program followup information, including measures of increased employment and earnings and reductions in welfare dependency.

In addition, the Commission is undertaking research to help measure the impacts of performance standards on who is served, what services are provided, and the cost of services, as it is required to do under Sec. 106 (f) of JTPA. A preliminary answer to this question, based on a quick-turnaround analysis of available data, will be available in 1987. A longer-term research project that will delve more deeply into the issues is being considered for later in that year.

While the Commission will be reviewing the impact of performance standards on internal program decisions, the Commission notes that these standards have already had an important effect on the overall public image of JTPA, particularly in the business community, which had almost unanimously rejected the previous Federal program. By its introduction of standard performance measures such as job placements, JTPA has overcome much of the stigma attached to publicly funded training programs for the disadvantaged. As the system has matured, simple output measures are being transformed into a sophisticated system of long-term output measures.

The performance-driven system appears to be functioning very well in most areas, although, as indicated in an earlier section, the Commission is concerned that not all States and SDA's are comfortable with the use of the Secretary's regression model or how to vary the national standards to fit their own individual local conditions so that they can serve those who most need assistance without fear of failure. **We, therefore, reinforce our earlier recommendation that the Department instruct States and SDA's in the use of its regression model so that JTPA staff and PIC's can make informed choices about whom they wish to serve and what services they wish to provide.**

Needs-Based Payments And Supportive Services

The Commission has reviewed the evaluation literature carefully to determine whether the Act's limitations on needs-based payments and/or supportive services have resulted in undesirable restrictions on services to the most disadvantaged. It is our considered judgment that there is ample provision for waivers in the existing legislation to permit any SDA that wishes to serve a more disadvantaged clientele to provide the needed support services and/or needs-based payments to achieve that end. **We, therefore, recommend that the Department of Labor make every effort to alert SDA's to the flexibility that already exists under the legislation for providing these services and payments to the disadvantaged when necessary. This should be done through field memoranda and/or through other technical assistance activities.**

Funding

The Act allocates Title II-A funds to the States according to a three-part formula, based on unemployment and poverty levels within each jurisdiction. Each State is guaranteed at least 90 percent of the share of funds it received in the previous fiscal year. Most (78 percent) of these funds are passed through to local service delivery areas according to the same three-part formula, but, until recently, there was no provision for a minimum allocation to each SDA (Sec. 202 (a)).

However, the most recent (1986) amendments to JTPA now provide that each SDA be guaranteed at least 90 percent of the average share of funds that it received during the previous 2 fiscal years. The Commission supported this amendment and believes that it will provide an element of stability previously lacking in local service delivery areas.

Part B: Summer Youth Programs

The Commission is anxious that the summer youth program teach not only good work habits and occupational skills, but also make available where needed remedial education for economically disadvantaged youth who fall behind during the summer school recess. The Commission supported the addition of basic and remedial education to the summer program in the 1986 amendments but it preferred to make these opportunities optional at the discretion of the SDA rather than mandatory in all areas. We, therefore, are pleased with the final amendment, which in line with the Commission's viewpoint calls for a statement of purpose to be added to the summer program; requires SDA's to assess the reading and math skill levels of program participants and to describe in their local plans how they shall spend funds for basic and remedial education; and further requires that SDA's establish written goals and objectives for the program, such as improvements in school retention and completion, academic performance, and employability skills, and demonstrated coordination with other community service organizations. A minimum level of services is not required.

The Commission also strongly supports the amendment that permits summer youth programs to operate within those school districts that operate on a year-round, full-time basis during vacation periods considered equivalent to summer vacation. **The Commission recommends that the Department monitor the summer programs closely to be certain that the type of job opportunity offered to young people presents them with a realistic view of the world-of-work, including strong supervision and an emphasis on time and attendance requirements.** Wherever possible, model programs should be publicized for the benefit of other jurisdictions.

Title III: Dislocated Worker Programs

The dislocated worker program, authorized by Title III of JTPA, is designed to assist workers who have been terminated or laid off from their jobs, or who have received a notice of termination, and are unlikely to return to their previous occupation or industry, as well as the long-term unemployed with little potential for reemployment. Causes of dislocation may include plant closings, natural disasters, and the actions of the Federal Government (such as relocation of Federal facilities). Individuals who reside in areas of high unemployment or designated enterprise zones are also eligible for assistance under Title III. Seventy-five percent of the funds are distributed by formula to the States, who must match an equal amount (except that the amount required for matching is reduced by 10 percent for each 1 percent the State exceeds the average rate of unemployment for all States). Twenty-five percent of the funds are reserved for the Secretary of Labor to distribute on a discretionary basis.

Definition

The Commission is very much concerned with the plight of farmers and workers in related industries in rural communities. We are very pleased that the law has been amended to change the definition of dislocated worker to include farmers and self-employed individuals who are unemployed as a result of general economic conditions in their community or because of natural disasters. We also support the amendment that requires the Secretary of Labor to prepare a report that would use existing data to describe the dislocation of farmers and ranchers and examine the feasibility of a national statistical data collection program for these two groups.

The Commission will shortly be responding to a request by Congressman Steve Gunderson of Wisconsin to examine the problem of dislocated farmers. It is our intention to begin some research on the issue and to talk directly with individuals who are knowledgeable about the specific difficulties faced in rural communities so that we can provide a short-term response. **We also recommend that the Department initiate a pilot project for serving dislocated farmers as part of its new mandate (Sec. 10 of the 1986 Technical Amendments) to develop projects for training people who are threatened with job loss due to technological change, international economic policies, or general economic conditions.**

Finally, with regard to the definition of dislocated workers, we support the amendment that encourages States to consider serving individuals who had worked in the State before layoff but reside outside of it. The Commission believes that this will provide a means to assist individuals in a single labor market area who have been affected by layoffs but who might not otherwise receive services.

Outreach

We are particularly concerned about the need for effective outreach, since many of the SJTCC chairs who attended our Midwestern regional meeting where the problem is particularly acute, stated that farmers often resist seeking help because of pride and a very strong, in-bred sense of independence. The issue of relocation is another topic that could benefit from further research and/or demonstration efforts, and **we recommend that the**

Department consider these as potential research/pilot projects in the coming year. The Commission is considering conducting hearings and site visits in the Farm Belt in 1987 and offers its assistance to the Department in developing research related to dislocated farmers.

In its meetings with SJTCC chairs, the Commission noted that many State Councils have established "rapid response teams" that can move quickly into areas threatened with mass layoffs and begin to coordinate statewide resources, including training available under Title III of JTPA. **The Members of the Commission applaud the work of these teams and recommend that other States consider their development if they are not already in place.**

Funding

The Commission supports the new amendment to JTPA that prohibits the Secretary of Labor from requiring States to provide matching funds in order to receive discretionary grants. It is our feeling that the prohibition will make it easier for States that wish to apply for these grants. **We also recommend that the Department of Labor provide technical assistance to interested States on application procedures for discretionary grants,** since we are informed that not all States are familiar with the process and some have not applied because of that lack of familiarity.

The latter recommendation responds to the Commission's general concern that Title III funds have not been expended at the levels provided by the Congress. Speculation about the reasons for this lack of expenditure has resulted in no clear-cut explanation. **We, therefore, recommend that the Congress request a GAO report on the reasons for the short-fall in expenditures to determine what needs to be done to ensure that those who require assistance receive it in a timely and useful manner.**

Concerning matching grants **for the regular Title III allocations,** based on findings from the GAO report suggested above, **we recommend that the Congress give serious consideration to removing the matching requirement altogether or requiring an all-cash match.** In most cases, States offer an in-kind match that includes OJT wages, a portion of UI benefits, office space, or other nonmonetary contributions, but this does not generate any additional program resources. Moreover, reliance on UI benefits as a match may have the effect of screening out those recipients of UI who have exhausted or nearly exhausted their benefits before applying for assistance under Title III. In addition, a national evaluation of the program conducted for the Department of Labor noted that some contractors withdrew proposals when they were informed of the paperwork requirements associated with the match. Based on these findings, the Commission is concerned that a 100-percent matching requirement for these funds may not have resulted in enough added benefits for the program to warrant its continuation. **We recommend that the effect of the requirement be reviewed by the General Accounting Office to determine whether it should be removed as it was for the Secretary's discretionary grants or changed to an all-cash match.**

The DOL-funded evaluation of Title III noted that holding funds at the State level had the effect of cutting down on their use. **We recommend that the Department urge the States to distribute Title III funds quickly in order to be sure that they are available for local projects.** We believe that this might have the effect of cutting down on the carryover that led to the Administration's request for a rescission of funds for FY 1986.

Job Linkages

The Commission understands that many of the areas hardest hit by plant closures or farm problems have great difficulty generating enough jobs for JTPA trainees. **We recommend that activities be initiated to bring about economic development for these areas, including entrepreneurship training, cooperative ventures, and other measures designed to develop businesses in the affected areas.** Again, we urge States to consider linkages of JTPA with other Federal agency programs that could result in increased job development.

Program evaluators have noted that many participants in Title III programs seek immediate employment rather than training, and that some participants turn down training for occupations that do not pay as much as their former jobs. We are sympathetic to the feelings of workers who find themselves suddenly unemployed and want to move on quickly to other jobs at the same or better pay, but we also believe that realistic vocational counseling can be of benefit to these individuals. **The Commission, therefore, recommends that the Department of Labor and the States consider vocational counseling an important component in deciding which Title III projects to fund.**

Title IV: Federally Administered Programs

Indians and Native Americans

The Commission is aware that programs for Indians and Alaskan and Hawaiian Native Americans are difficult for the Department of Labor to monitor because of the extreme diversity among tribes in terms of both culture and economic well-being. For these and other reasons, training programs have often been left to tribal governments with very little support or guidance from the Federal level. A separate problem that the Department must face is how to identify and provide services to nonreservation Indians.

The Commission, which may visit some reservation areas in the year ahead, is very aware that Indians and Native Americans—particularly those who live on isolated reservations—have become truly "Forgotten Americans" despite the fact that unemployment on some reservations may be as high as 80 to 90 percent. The Commission understands that training programs per se cannot be very effective in areas in which private sector employment is virtually non-existent and even public sector jobs are limited. The Commission is also aware that nonreservation Indians pose another difficulty, since they are often lost in ghetto areas with few ties to a given locality.

Nevertheless, because of our special concern for Native Americans and the knowledge that their unemployment problems are so severe, Members of the Commission strongly urge the Department of Labor to focus greater attention on these programs during the next year. **We further recommend that the Department consult with the Department of Interior and other relevant agencies to determine what kinds of employment-generating activities could be developed to increase employment on the reservations. We also recommend that some evaluation of the current programs be conducted to determine what can be done to improve their success rate.** (We are aware of only one recent evaluation whose findings are yet to be released.)

Migrant and Seasonal Farmworkers

Because of limited funding levels, the Department of Labor is restricted in the level of services that it can provide to migrant and seasonal farmworkers under JTPA. We have no specific recommendations concerning the programs currently offered. **Nevertheless, the Commission is interested in the impact that the new immigration law will have on migrants and seasonal farmworkers, and we recommend that the Department consider this as a possible research topic.** The Commission has recently completed a review of available literature on illegal immigrants and refugees, and we offer the assistance of the Commission's own staff to the Department in developing a research agenda on this topic.

Job Corps

The Job Corps, which has been in existence since 1964, has been at the center of controversy for as many years. The program was established to provide intensive employment and training and educational services to severely disadvantaged youth between the ages of 16 and 21. About 60,000 youth receive training in the program each year, at least 90 percent of them in 106 residential centers located in 42 States, the District of Columbia, and Puerto Rico.

The Job Corps has been the subject of intensive study and evaluation over the last 22 years, including a very recent review by the General Accounting Office in response to a request from Senator Orrin G. Hatch of Utah. Evaluators are in general agreement that the program is cost effective, with a small, but positive benefit-cost ratio.

The Commission believes that the Job Corps program can be very effective in assisting young people who are severely disadvantaged. At the same time, we acknowledge that the program is expensive, that the funds that are spent on it could buy many more "slots" in a less costly program, and that some of the centers appear to be less efficiently run than others. Having considered all of this information, the Commission defers any specific recommendations about the Job Corps until after its work on youth-at-risk is completed and it has developed its own concept of a national youth strategy for the year 2000.

Veterans' Programs

The Commission recognizes that veterans, particularly those who have become disabled in the service of their country, deserve special assistance under Federal programs such as JTPA. We, therefore, support the series of amendments that emphasize the need for services to veterans in various sections of JTPA, including permitting private industry councils to request waivers of the Act's limitations on support service costs if necessary to serve disabled veterans, requiring coordination of statewide activities with Veterans' Administration programs, and adding organizations that serve disabled veterans to the definition of community-based organizations.

National Activities

1. Research and Demonstration

The Commission has made several recommendations for research in earlier sections. **To reiterate, we recommend that the Department conduct studies on dislocated farmers, Indians, youth-at-risk, and the effect of the 6-percent incentive grants on JTPA programs. We would also recommend wide dissemination of the results from an ongoing, joint DOL/HHS study of model programs for older workers funded by the 3-percent setaside.**

2. Pilot Projects

The Commission supports the amendment that authorizes the Secretary to fund pilot projects for training people who are threatened with job loss due to technological change, international economic policies, or general economic conditions. We suggest that the Department consider funding projects of this kind for displaced farmers, especially projects with a strong outreach component or with relocation built in. **We also recommend that the Department develop pilot projects especially designed for disadvantaged people with complex problems to determine what mix of services or intervention strategies might be most successful.** The Commission would especially like to see some pre-training activities for adolescent parents that would offer reading skills and other basics.

3. Evaluation

The Department has funded a number of evaluations of JTPA, including a nationwide process study and recently a very large and expensive set of classical experiments to learn more about participants and participant outcomes over time. The Commission is fulfilling its own mandates to evaluate JTPA, including the impact of performance standards. We suggest that the Commission, the Department, and other JTPA evaluators work more closely to coordinate our respective efforts so that jointly we can provide the

President and the Congress with the information that is needed for proper oversight.

4. Training/Technical Assistance

The Commission noted in earlier sections that the Department of Labor has not provided pre-service and in-service training for personnel involved in the administration of JTPA at the State and service delivery area levels, as the Act requires. Similarly, many States and SDA's could benefit from more assistance in understanding performance standards and how to develop variations that apply to local conditions. As the program matures and as more program audits are conducted, there will be an even greater need for this kind of training and technical assistance. **The Commission, therefore, recommends that the Department offer more technical assistance and consider establishing training offices at the State level to assist service delivery staff and program managers.** In States that already have training institutes in operation, the Department might offer to pay for some training staff to fulfill its obligation under the Act.

5. Labor Market Information

The 1986 Amendments to JTPA require the Secretary to prepare a report describing the extent of dislocation among farmers and ranchers and examining the feasibility of a national statistical data collection program for this group. The Commission supports this requirement, and will share with the Department our own findings from research we are about to undertake on this topic.

In addition, we urge the Department to develop and make available to States and localities as much labor market information as possible. Our discussions with State and local administrators indicate that accurate information of this kind is difficult and expensive to obtain, so many areas cannot plan as well as they might if they had access to accurate labor market information.

JTPA Implementation in Puerto Rico

The Commission conducted site visits in Puerto Rico during 1986 and funded a case study of JTPA implementation in the Commonwealth, which was completed in August of that same year. (See Appendix I.) Findings from the study and our site visits confirmed that Puerto Rico is unique in most respects and that it has some very serious problems inherent in its political and economic structure, which make implementation very difficult. The evaluators concluded that JTPA in Puerto Rico is now at the point where States were at the end of the Transition Period and that much needs to be done before the program has matured enough to function well, despite some earnest efforts on the part of JTPA administrators on the island.

Economic Development

The most serious difficulties faced by those responsible for JTPA implementation are economic. In a jurisdiction where one-third of the GNP derives from Federal programs and the unemployment rate exceeds 20 percent, the key issue is economic development. The Commission does *not* agree with the suggestion made by some JTPA administrators that Puerto Rico should be granted a waiver to provide public service employment as an allowable activity. It does applaud the efforts that we saw being made to foster small businesses such as the sale of herbs, the manufacture of jewelry, and tourist services. We would urge the Department of Labor to work with the Commonwealth to help promote these kinds of efforts and we suggest that DOL involve other agencies to promote economic development. We would also encourage the private industry councils to be aggressive in seeking out representatives from the larger companies that have branches on the island since they might be able to assist in training and placement.

Reporting

The Commission-funded case study of JTPA implementation in Puerto Rico found that the Commonwealth is not included in the Current Population Survey or the Area Wage Surveys conducted by the U.S. Department of Labor's Bureau of Labor Statistics. To secure what is badly needed information on labor demand and training needs, the State Council in Puerto Rico is planning, together with the Balance-of-State SDA, to carry out a comprehensive labor maket survey with the advice of the Puerto Rico Occupational Information Coordinating Committee (PROICC). PROICC is also planning an automated labor supply and demand information system to begin operation in PY 1987. We urge the Department of Labor to offer whatever assistance it can provide in conducting the survey and developing the automated system.

Performance Standards

Concerning performance standards, our evaluators suggested that the unemployment rates in Puerto Rico are so severe that they might be outside the "forecast range" of the Department of Labor's performance standards model and that the predicted standards that result may be unrealistic for the labor market that exists in the Commonwealth. We understand that Puerto Rico is generally able to meet its youth standards but not its adult standards (the reverse of many States). **We recommend that the Department of Labor consider granting a special waiver or otherwise modifying the adult standards as they apply to Puerto Rico, since it is unlikely under current economic conditions that they can be achieved, even when the Department's model for variation is applied.** The Commission believes that by doing this in a way that makes it possible for Puerto Rico to succeed rather than continually fail, there will be an incentive to work harder at achieving the goals of the Act.

Services

Finally, we recommend that OJT contracts be carefully reviewed by PIC's and JTPA administrators, since we saw very wide variations in the quality of training provided to OJT participants. Because of the exceptionally high rate of unemployment in Puerto Rico, there is undoubtedly a very strong inclination on the part of administrators to fund OJT projects, wherever they can be found. Nevertheless, the **Commission recommends that greater care be taken by JTPA administrators in Puerto Rico to determine which are the better training opportunities. We also recommend that the Department of Labor work with these administrators to provide them with whatever assistance they need to develop a more successful program under extremely difficult circumstances.**

Bibliography

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This report is based on findings derived from a variety of sources, including site visits, field hearings, and informal discussions with program administrators and public officials at State and local levels, which were part of the Commission Chairman's ongoing "Outreach Program." I am particularly grateful to the Chairs of State Job Training Coordinating Councils, who participated in a series of four regional meetings during the late summer and fall of 1986. Their willingness to share their own insights into the successes and problems of administering a major national employment program under State direction was most helpful. Program operators and Private Industry Council representatives at local sites visited by the Commission were also extremely forthcoming in their assessment of how the program was progressing in their own communities. The annual reports, prepared by State Governors' Offices, and other program-related State and local publications also offered information about how each State was approaching the task of administering the Job Training Partnership Act (JTPA).

Most of the findings in this report, however, are drawn from a small number of program evaluations, sponsored by the U.S. Department of Labor, private foundations, public interest groups, and the Commission itself. These early evaluations of program operations have been extremely valuable for depicting the emergence of the current partnership structure that is responsible for administering JTPA programs and for understanding both who is being served and what services are being offered. For the most part, these evaluations tend to agree on the manner in which the program is developing and to highlight similar kinds of program issues and concerns, not the least of which is the impact of performance standards on participant selection, or as it is sometimes phrased "the creaming issue." Interpretations of whether the program is meeting or failing to meet its initial objectives, insofar as they can be determined from the legislative language and conference reports, do vary to some degree, depending upon the source. This report attempts to synthesize the various views, but also to point up where the studies differ and why, with the objective of presenting a fair and balanced accounting of progress under JTPA.

A third important source of information is the national JTPA management information system, which provides both financial and program data (e.g., expenditures, participant characteristics, numbers of enrollments and terminations, services provided, etc.) to the U.S. Department of Labor. Appendices II through IV of this volume contain detailed tables of both kinds of data. States are responsible for collecting the information initially and can and often do require more data items than must be reported to the Department. DOL requirements consist primarily of financial reports on outlays and expenditures and JTPA Quarterly and Annual Status Reports (JQSR and JASR). The Job Training Longitudinal Study (JTLS) is a separate study conducted by the Department of Labor, with the assistance of the Census Bureau, based on sampling techniques. Differences between the JTLS and JASR systems and the data that they produce are explained in a technical note for Section B of Appendix III in this volume. Information from these various systems, which emanate from three different offices within the Department of Labor, are used to determine whether program performance standards established nationally by the Secretary of Labor but variable at the State level, are being met.

Listed below are specific sources that were found to be particularly useful in understanding JTPA operations and important program issues of interest to legislators and policymakers. For the convenience of the user of this report, they are grouped alphabetically by topic.

General Sources

National Evaluations:

An initial look at State and local activities establishing the Title II-A administrative structure of JTPA is provided in a series of reports prepared for the U.S. Department of Labor, the National Commission for Employment Policy, and various public interest groups. For the most part, these deal with the 9-month transition period from October 1983 through June 1984 and the first full program year 1984 (July 1, 1984 through June 30, 1985). However, final reports from several of the national studies include information about program progress through some or all of Program Year 1985 (July 1, 1985 through June 30, 1986).

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Appendix I
JTPA in Puerto Rico

JTPA in Puerto Rico

On March 6 and 7, 1986, Members of the Commission participated in site visits in Puerto Rico to determine the status of JTPA implementation in the Commonwealth. In addition to hearing briefings by JTPA administrators, an educator, and an administrator of a private social service/employment and basic skills facility, the Commissioners visited several JTPA skills training facilities outside of San Juan. They included:

- A recently initiated rural community development and social center, which offers a combination of education, training, and health services to local residents. With the addition of JTPA program funds, the organization has been able to offer three training programs for older workers: ceramics and pottery, sewing and clothing alteration, and medicinal herb cultivation and remedy preparation. Each program lasts 6 months, with training stressing both technical and entrepreneurial skills. Trainees are urged to develop their own businesses.
- An American manufacturing subsidiary located in the city of Cidra, which produces intra-ocular insert lenses for cataract patients. The plant began training and hiring JTPA participants a month after opening in January 1985. The on-the-job training program lasts 6 months and is highly technical. The jobs demand an extremely high level of manual dexterity and skill training.
- A manufacturing facility that assembles inventory control devices. The first JTPA on-the-job training program began in March 1985. It develops unskilled labor for essentially entry-level positions. Approximately 62 persons had completed the training period at the time of the Commission's visit.

The Commissioners learned first hand from these briefings and site visits how great is the need for economic development in Puerto Rico and how difficult it is to mount successful training programs in an area that experiences extremely high unemployment rates and severe poverty.

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Prior to its visit to the Commonwealth, the Commission funded a case study of JTPA implementation in Puerto Rico by Westat, Inc. Findings from the study corroborate what Commissioners found, namely that economic conditions are so difficult and unemployment so rampant that training programs like JTPA that emphasize on-the-job and classroom training have tremendous difficulty serving existing needs. In a jurisdiction in which one-third of the GNP derives from Federal programs and the unemployment rate for adults exceeds 20 percent (30 or 40 percent in some cities), the key issues are economic development and job creation. In response to the lack of demand for labor, JTPA programs emphasize self-employment in the fields of agriculture, fishing, tourism, and other service occupations, as well as combining JTPA training funds with other sources of funds to stimulate entrepreneurship.

Puerto Rico is also unique in its political history, with a strong patronage tradition that calls for the removal of all civil servants from office whenever there is a change in political administration. The result has been the loss of all experienced JTPA personnel at crucial stages of JTPA program development. In addition, challenges by prospective service delivery areas to decisions made by the Governor and appeals to the Secretary of Labor have caused considerable delay in the implementation process. Accordingly, the final report from the case study notes that Puerto Rico is now, after 3 years, at the stage of program development that most States experienced at the end of their transition year.

Because of the energy required to get programs underway in Puerto Rico, the evaluators found little evidence that innovative programs were being undertaken. Performance standards were considered by JTPA administrators to be completely unrealistic with regard to the Commonwealth, even when the DOL regression model was used to lower the standards. Indeed, the Westat evaluators agreed that Puerto Rico may, in fact, fall outside of the "forecast range" of the Secretary's model and, thus, require some form of special waiver to adjust for the level of unemployment and training needs. The lack of good labor market information is a special problem in Puerto Rico, which is not included in the Census Bureau's Current Population Survey or the Bureau of Labor Statistics' Area Wage Surveys. As a result, the State Job Training Coordinating Council is working with the balance of state SDA to carry out a comprehensive labor market survey with the advice of the Puerto Rico Occupational Information Coordinating Committee. An automated labor supply and demand information system is the long-term goal.

In summary, Puerto Rico is a unique setting for the development of JTPA programs with problems of unemployment and economic development so severe that it needs considerable attention from Federal and Commonwealth administrators before any of its programs can have an impact on the people it was designed to serve.

Source: Westat, Inc., *Implementation of the Job Training Partnership Act in Puerto Rico, Final Report* (Rockville, Md.: August 1986).

Appendix II
JTPA Funding

JTPA Funding

Table 1. JTPA Budget Authority, by Title and Program Activity, Fiscal Years 1984-1986.

2. JTPA Outlays, by Title and Program Activity, Fiscal Years 1984-1986.

3. JTPA Obligations, by Title and Program Activity, Fiscal Years 1984-1985.

4. JTPA Allotments to States, Titles II-A, II-B, and III, Program Year 1985 (July 1, 1985 through June 30, 1986) and Calendar Year 1986 Summer Period (October 1, 1985 through September 30, 1986).

5. Title II-A Programs for Disadvantaged Adults and Youth: Expenditures, by State, Program Year 1985 (July 1, 1985 through June 30, 1986).

6. Title II-B Summer Youth Employment and Training Programs: Expenditures, by State, Calendar Year 1986 Summer Program (October 1, 1985 through September 30, 1986).

7. Title III Employment and Training Assistance for Dislocated Workers, Combined Data Including Grants to States and Secretary's Discretionary Funds: Expenditures, by State, Program Year 1985 (July 1, 1985 through June 30, 1986).

8. JTPA Allotments to States for Title II-A Programs for Program Year 1986 and II-B Programs for Summer of 1987.

9. JTPA Allotments to States and Matching Requirements for Title III Dislocated Worker Projects, PY 1986.

10. JTPA Title III Dislocated Worker Programs: Budget Authority, October 1982 through June 1986.

11. JTPA Title III Dislocated Worker Programs: Allocations, by State, October 1982 through June 1986.

12. JTPA Title III Dislocated Worker Programs: Allocations and Expenditures, Formula Funds, by State, Method of Substate Allocation, and Fiscal Year, October 1982 through June 1986.

Technical Note

The tables in this appendix are meant to convey the general size of the JTPA program and its various activities, as well as some indication of how individual States are using their allotments. Funding data are published by two separate offices within the U.S. Department of Labor's Office of Financial and Administrative Management: (1) the Office of the Comptroller, Division of Budget, and (2) the Office of Information Resources Management, Division of Information Systems. The reader is cautioned that there is sometimes difficulty in reconciling funding figures tallied from individual State records with other figures derived from other sources, including U.S. Treasury records. The difference frequently has to do with the time the information is tallied, since States continually update their own records on the basis of new expenditure reports submitted from the field, which in turn affects the amount of allocations that remain unspent. Large carryovers from one program year to the next also complicate recordkeeping. Users of this information should therefore be aware that it is as accurate as possible for the period indicated at the time of this writing, but that later reports may have superseded it and reports for other time periods may differ slightly.

Terms used in the following tables are defined as follows:

Budget Authority: The amount authorized or provided by the Congress for activities during the fiscal year of appropriation. Money appropriated in a particular fiscal year, if obligated, may be carried over for use in the next fiscal year.

Allotments: Amounts provided to the States or other entities, usually according to a legislated formula.

Outlays: Total funds "drawn down" by States against Federal allotments.

Obligations: Funds earmarked for specific activities in contractual agreements.

Expenditures: Funds actually spent (checks written) for contracted goods and services. Expenditures are made at the State or local levels, which are then aggregated at State and national levels. Expenditures are the most volatile numbers in the system, since they are constantly updated as bills are submited and checks written. Expenditures are also referred to as accrued costs.

Carry-Out/Carry-In: Funds obligated but unspent in one fiscal year may be spent in a subsequent fiscal year. Unspent funds "carried out" of one year are "carried in" to the next fiscal year and added to that year's allotted funds.

Fiscal Year: October 1 of one calendar year through September 30 of the next calendar year.

Program Year: July 1 of one calendar year through June 30 of the next calendar year.

Note that fiscal years are designated by the calendar year in which they *end* (e.g. September 30, *1985*), but program years are designated by the year in which they *begin* (e.g., July 1, *1985*). Accordingly, even though JTPA programs are forward-funded for better planning, the FY/PY designation is for the same calendar year (e.g., FY/PY 1985). The exception is the summer youth employment program where funds appropriated in one fiscal year (e.g., 1985) are for activities in the next calendar year (e.g., 1986).

Table 1. JTPA Budget Authority, by Title and Program Activity, Fiscal Years 1984 - 1986[1] (dollars in thousands)

	Fiscal Year					
	1984			1985	1986	
Program	TP 1984[6]	PY 1984	Total	Total	Enacted	Post Seq.[9]
Total JTPA	$2,914,210	$3,632,015	$6,546,225	$3,774,662	$3,487,045	$3,336,363
Grants to States	2,333,412	2,833,700	5,167,112	2,933,200	2,627,700	2,514,763
Title II Disadvantaged Adults and Youth						
A. Block Grants	1,414,613	1,886,151	3,300,764	1,886,151	1,863,151	1,783,085
B. Summer Programs[2]	824,549	724,549	1,549,098	824,549[8]	664,549	635,976
Title III Dislocated Workers	94,250[7]	223,000	317,250	222,500	100,000	95,702
Title IV-Federally Administered Programs	580,798	793,315	1,379,113	841,462	859,345	821,600
Native Americans	46,282	62,243	108,925	62,243	62,243	59,567
Migrants and Farmworkers	45,268	65,474	110,742	65,474	60,357	57,762
Job Corps	414,900	599,200	1,014,100	617,000	640,000	612,480
Veterans	7,290	9,720	17,010	9,667	9,667	9,251
National Activities[3]	46,658	61,678	108,336	61,078	61,078	57,658
TAT	4,425	5,900	10,325	5,900	5,900	5,646
LMI	5,468	7,290	12,758	7,290	4,290	4,106
RD&E	9,142	12,190	21,332	12,190	15,190	13,743
NCEP	1,500	2,000	3,500	2,000	2,000	1,914
NOICC	2,250	3,000	5,250	3,000	3,000	2,871
P&D	15,973	21,298	37,251	20,698	20,698	19,808
Rural CEP's	7,500	10,000	17,500	10,000	10,000	9,570
Redwood	400	0	400	0	0	0
TJTC[4]	20,000	0	20,000	0	0	0
Trade Training[5]	—	—	0	26,000	26,000	24,882

[1] Includes obligated carry-in from previous fiscal years. Fiscal year span is from October 1 through September 30 of the next calendar year. Program year is from July 1 through June 30 of the next calendar year. JTPA is forward-funded, so the year of the appropriations bill corresponds to the program year of use. Example: The appropriations bill for Fiscal Year 1985 (*ending* September 30, 1985) funds JTPA activities for Program Year 1985 (*beginning* July 1, 1985).

[2] Summer funds appropriated in a fiscal year are for the next summer's program (e.g., FY/PY 1985 summer funds are for the summer of 1986).

[3] Includes technical assistance and training; labor market information; research, development, and evaluation; National Commission for Employment Policy; National Occupational Information Coordinating Committee; pilot and demonstration projects; rural Concentrated Employment Programs (CEP's); and a special program of unemployment benefits for persons adversely affected by the expansion of the Redwood National Park.

[4] Targeted Jobs Tax Credit program for employers of eligible (targeted) groups, including the economically disadvantaged.

[5] Training for persons who are eligible for Trade Adjustment Assistance (TAA) benefits.

[6] Transition period (9 months) from October 1, 1983 through June 30, 1984.

[7] While all other JTPA programs took effect at the beginning of FY 1984, the Title III program also received appropriations in FY 1983 totaling $110 million (not shown on table).

[8] Includes $100 million authorized for the summer of 1985. The appropriation level for the summer of 1986 is $724,549,000.

[9] Post-sequestration.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget.

Table 2. JTPA Outlays, by Title and Program Activity, Fiscal Years 1984 - 1986 (dollars in thousands)

Program	Fiscal Year		
	1984	1985	1986
Total JTPA	$2,806,163	$3,274,212	$3,661,642
Grants to States	2,052,317	2,644,587	2,845,198
Title II Disadvantaged Adults and Youth	1,917,078	2,486,438	2,657,396
A. Block Grants	1,333,245	1,710,104	1,911,312
B. Summer Programs[1]	583,833	776,334	746,084
Title III Dislocated Workers	135,239	158,149	187,802
Title IV - Federally Administered Programs	753,846	787,774	816,444
Native Americans	72,159	64,524	60,423
Migrants and Farmworkers	59,557	63,058	65,459
Job Corps	580,601	593,041	594,458
Veterans	1,335	7,771	12,840
National Activities[2]	69,091	61,207	59,768
TAT	8,062	5,384	8,417
LMI	6,808	6,589	7,549
RD&E	11,825	15,778	10,235
NCEP	886	1,767	1,684
NOICC	1,997	2,905	3,109
P&D	31,858	18,784	18,774
Rural CEP's	7,500	10,000	10,000
Redwood	155	0	0
TJTC[3]	19,704	1,638	0
Trade Training[4]	16,399	4,306	23,496

[1] Summer programs are funded one year in advance, e.g., FY 1985 funds are for the summer of 1986.

[2] Includes technical assistance and training, labor market information; research, development, and evaluation; National Commission for Employment Policy, National Occupational Information Coordinating Committee; pilots and demonstrations, rural Concentrated Employment Programs; and the Redwood Park expansion compensation program.

[3] Targeted Jobs Tax Credit Program.

[4] Training for persons who are eligible for Trade Adjustment Assistance (TAA) benefits.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget.

Table 3. JTPA Obligations, by Title and Program Activity, Fiscal Years 1984 and 1985[1] (dollars in thousands)

Program	Fiscal Year			
	1984			1985
	TP 1984[6]	PY 1984	Total	
Total JTPA	$2,912,693	$2,383,370	$5,296,063	$3,739,262
Grants to States	2,333,411	2,054,588	4,387,999	2,935,287
Title II Disadvantaged Adults and Youth	2,239,161	1,886,151	4,125,312	2,710,660
A. Block Grants	1,414,613	1,886,151	3,300,764	1,886,151
B. Summer Programs[2]	824,548	0	824,548	824,509
Title III Dislocated Workers	94,250[7]	168,437	262,687	224,627
Title IV-Federally Administered Programs	579,282	328,782	908,064	803,975
Native Americans	46,282	61,864	108,546	62,538
Migrants and Farmworkers	45,268	58,460	103,728	66,280
Job Corps	413,560	178,541	592,101	616,280
Veterans	7,287	314	7,601	11,946
National Activities[3]	46,485	29,603	76,088	46,931
TAT	4,409	254	4,663	5,734
LMI	5,468	1,611	7,079	7,220
RD&E	9,181	6,408	15,589	5,615
NCEP	1,564	3	1,567	2,267
NOICC	2,217	2,741	4,958	15,566
P&D	15,986	9,586	25,572	8,681
Rural CEP's	7,500	9,000	16,500	1,848
Redwood	160	0	160	0
TJTC[4]	20,000	0	0	0
Trade Training[5]	0	0	0	NA

[1] Fiscal year 1986 data not available at time of publication.

[2] Summer programs are funded one year in advance; obligations are of prior fiscal year funds.

[3] Includes technical assistance and training; labor market information; research, development, and evaluation; National Commission for Employment Policy; National Occupational Information Coordinating Committee; pilot and demonstrations; rural Concentrated Employment Programs; and the Redwood Park expansion compensation program.

[4] Targeted Jobs Tax Credit program.

[5] Training for persons who are eligible for Trade Adjustment Assistance (TAA) benefits.

[6] Transition Period (October 1, 1983 through June 30, 1984).

[7] Fiscal Year 1983 obligations for Title III programs totaled $109,951,000 (not shown on table).

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget.

Table 4. JTPA Allotments to States, Titles II-A and III, Program Year 1985 (October 1, 1985 through June 30, 1986) and Title II-B, Calendar Year 1986 (October 1, 1985 through September 30, 1986)

State	Title II-A[1] Disadvantaged Adults and Youth	Title II-B[2] Summer Youth Programs	Title III Dislocated Workers
U.S. Total	$1,886,151,000	$781,540,366	$222,500,000
Alabama	45,931,374	16,134,137	4,375,377
Alaska	4,702,878	1,787,103	423,383
Arizona	21,664,571	6,591,446	1,323,435
Arkansas	20,851,069	7,564,996	1,646,983
California	200,862,696	69,276,382	17,999,670
Colorado	17,968,234	6,267,828	1,154,720
Connecticut	15,291,392	6,242,234	930,630
Delaware	4,702,878	1,646,188	316,616
District of Columbia	7,682,743	5,066,748	680,962
Florida	68,598,664	22,740,076	5,228,930
Georgia	36,253,423	12,810,390	2,560,273
Hawaii	5,778,514	1,927,350	376,247
Idaho	7,640,428	2,774,323	604,865
Illinois	103,491,557	36,454,917	10,738,301
Indiana	46,030,277	16,432,697	4,771,790
Iowa	18,177,836	7,367,803	1,737,526
Kansas	10,722,953	3,354,109	854,101
Kentucky	36,435,653	12,244,402	3,241,553
Louisiana	42,458,841	17,304,763	3,674,881
Maine	8,606,435	2,668,288	645,335
Maryland	24,560,926	7,897,369	1,848,488
Massachusetts	32,564,222	12,646,941	2,477,850
Michigan	101,142,486	34,946,516	11,169,526
Minnesota	25,868,305	8,089,483	2,468,712
Mississippi	27,042,089	10,516,692	2,287,103
Missouri	39,068,426	12,151,757	3,540,734
Montana	6,793,934	2,273,119	546,566
Nebraska	6,936,914	2,364,187	423,466
Nevada	6,820,260	2,579,065	702,950
New Hampshire	4,702,878	1,646,188	222,742
New Jersey	45,624,938	16,344,360	4,006,433
New Mexico	12,215,430	4,278,014	844,531
New York	125,613,465	44,775,272	10,646,683
North Carolina	41,276,156	13,785,791	3,482,448
North Dakota	4,702,878	1,646,188	205,258
Ohio	98,942,168	33,312,796	11,236,251
Oklahoma	23,018,730	8,088,794	2,031,292
Oregon	25,006,321	9,668,525	2,493,309
Pennsylvania	104,638,165	35,721,038	11,134,643
Puerto Rico	68,699,129	26,078,369	4,111,275
Rhode Island	7,024,036	2,358,720	545,213
South Carolina	25,238,109	8,074,082	1,946,080
South Dakota	4,702,878	1,646,188	161,262
Tennessee	43,340,568	14,789,657	3,934,745
Texas	98,947,206	35,054,605	7,474,223
Utah	10,067,553	3,361,179	803,640
Vermont	4,702,878	1,646,188	231,705
Virginia	29,086,009	9,631,448	1,616,507
Washington	40,167,230	14,046,229	4,019,601
West Virginia	25,248,458	9,038,456	2,770,400
Wisconsin	38,832,871	11,715,614	3,883,145
Wyoming	4,702,878	1,646,188	254,278
American Samoa	315,023	55,003	27,934
Guam	1,311,514	670,830	116,295
Northern Marianas	125,000	25,730	11,084
Trust Territories	1,644,818	74,374	145,850
Virgin Islands	1,603,645	380,370	142,200
Native Americans	0	13,176,511	0
National Reserve	0	108,682,350	55,250,000

[1] Represents all funds allotted to States, including set-aside funds. Total does *not* include $8,811,822 allotted for Rural Concentrated Employment Programs (CEP's) in Kentucky, Minnesota, Montana and Wisconsin.

[2] Total includes $56,991,366 of excess carry-in funds.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget. Data as of July 1, 1986.

Table 5. Title II-A Programs for Disadvantaged Adults and Youth: Expenditures, by State, Program Year 1985 (July 1, 1985 through June 30, 1986)

State	Expenditures (in dollars) for:				
	JTPA Training Programs (78%)				State Setasides[1]
	Total	Training	Participant Support	Administration	
U.S. Total	$1,560,030,333	$1,163,726,265	$173,293,653	$223,010,415	$291,110,408
Alabama	41,216,371	27,800,988	8,071,129	5,344,254	8,158,045
Alaska	3,838,047	2,902,660	411,652	523,735	652,848
Arizona	15,317,960	11,396,603	1,490,047	2,431,310	3,421,259
Arkansas	15,347,174	11,362,475	1,920,600	2,064,099	3,010,871
California	158,586,775	123,502,884	11,762,131	23,321,760	30,896,399
Colorado	15,927,128	12,117,011	1,538,614	2,271,503	3,121,611
Connecticut	12,017,637	9,508,128	723,755	1,785,754	2,599,178
Delaware	3,460,689	3,003,847	25,977	430,865	804,839
District of Columbia	5,940,467	4,528,177	885,722	526,568	1,345,457
Florida	65,728,645	51,139,714	5,205,560	9,383,371	3,247,125
Georgia	33,974,308	24,880,463	4,463,250	4,630,595	7,158,906
Hawaii	5,061,423	3,953,766	353,080	754,577	861,466
Idaho	6,187,403	5,150,810	58,675	977,918	1,747,870
Illinois	92,405,066	70,307,743	9,445,088	12,652,235	20,389,766
Indiana	38,440,545	30,690,319	2,121,964	5,628,262	9,360,905
Iowa	16,040,142	11,392,225	2,365,615	2,282,302	3,544,350
Kansas	9,949,060	7,271,946	1,373,592	1,303,522	3,040,624
Kentucky	31,636,419	20,521,078	6,855,109	4,260,232	0
Louisiana	32,440,452	22,074,963	5,533,937	4,831,552	8,864,414
Maine	7,088,417	5,360,233	621,540	1,106,644	1,564,154
Maryland	20,631,388	14,854,742	2,834,009	2,942,637	4,926,024
Massachusetts	30,903,338	24,165,866	2,913,022	3,824,450	3,143,922
Michigan	83,527,321	64,306,019	7,801,220	11,420,082	22,210,908
Minnesota	22,311,548	16,296,817	2,901,804	3,112,927	4,924,528
Mississippi	22,083,777	17,836,221	1,593,753	2,653,803	5,153,513
Missouri	32,887,017	26,075,487	2,450,877	4,360,653	4,715,057
Montana	5,936,265	3,921,980	1,148,649	865,636	1,538,707
Nebraska	5,611,762	4,384,433	455,290	772,039	1,355,160
Nevada	5,006,651	3,521,898	637,877	846,876	1,299,033
New Hampshire	4,904,194	3,903,300	409,012	591,882	671,720
New Jersey	41,583,318	31,489,011	4,269,356	5,824,951	4,297,840
New Mexico	9,182,874	6,326,059	1,414,890	1,441,925	2,223,108
New York	99,942,343	74,928,117	8,943,221	16,071,005	20,422,919
North Carolina	33,445,187	25,206,547	2,455,456	5,783,184	6,949,909
North Dakota	4,116,290	3,385,920	244,902	485,468	1,098,029
Ohio	83,523,233	61,203,248	9,348,559	12,971,426	10,561,221
Oklahoma	17,968,739	13,705,571	2,398,683	1,864,485	4,012,347
Oregon	20,210,458	16,421,419	1,269,734	2,519,305	2,573,115
Pennsylvania	76,861,427	57,211,966	7,834,889	11,814,572	12,761,782
Rhode Island	5,745,368	4,291,734	580,680	872,954	1,241,849
South Carolina	21,836,265	16,236,834	2,682,686	2,916,745	3,812,654
South Dakota	3,312,213	2,313,641	626,319	372,253	678,741
Tennessee	37,045,337	29,632,404	2,630,078	4,782,855	6,512,143
Texas	87,198,877	62,449,914	13,259,318	11,489,645	17,207,573
Utah	7,535,286	5,962,714	729,715	842,857	1,551,985
Vermont	3,943,670	2,826,662	497,914	619,094	839,506
Virginia	23,989,026	18,495,200	2,127,729	3,366,097	5,281,174
Washington	32,139,954	24,693,137	2,754,616	4,692,201	5,984,656
West Virginia	17,679,241	13,704,895	1,847,386	2,126,960	3,258,324
Wisconsin	34,379,837	26,560,214	3,163,249	4,656,374	7,416,539
Wyoming	4,209,199	3,493,148	119,140	596,911	826,693
American Samoa	330,260	210,237	47,145	72,878	0
Guam	1,215,934	788,167	40,364	387,403	84,821
Northern Marianas	159,668	79,433	47,447	32,788	0
Puerto Rico	46,655,889	22,803,214	15,524,022	8,328,653	7,634,860
Trust Territories*	0	0	0	0	0
Virgin Islands	1,413,051	1,174,063	63,605	175,383	149,961

*State did not report.

[1] Not included in total JTPA program expenditures. Includes funds set aside by States under Sec. 202(b) of the act for special programs and administrative functions.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial Administrative Management, Office of Information Resources Management. Data as of December 12, 1986.

Table 6. Title II-B Summer Youth Employment and Training Programs: Expenditures by State, Calendar Year 1986 Summer Program (October 1, 1985 through September 30, 1986)

State	Expenditures (in dollars) for:			
	Total	Training	Participant Support	Administration
U.S. Total	$755,605,359	$278,932,041	$377,984,821	$98,688,497
Alabama	16,562,721	1,372,310	13,136,786	2,053,625
Alaska	1,978,026	293,870	1,359,900	324,256
Arizona	8,113,487	7,102,770	68,549	942,168
Arkansas	8,117,990	167,303	7,275,365	675,322
California	71,266,420	33,375,520	28,454,056	9,436,844
Colorado	7,457,729	2,373,397	4,082,280	1,002,052
Connecticut	8,306,964	5,149,123	2,122,276	1,035,565
Delaware	1,742,687	1,510,302	24,462	207,923
District of Columbia	6,411,304	5,432,633	1,939	976,732
Florida	25,989,110	17,160,532	5,092,002	3,736,576
Georgia	14,428,667	3,085,686	9,136,946	2,206,035
Hawaii	2,366,731	412,605	1,573,139	380,987
Idaho	3,053,009	574,544	2,094,621	383,844
Illinois	47,344,283	8,735,949	31,758,506	6,849,828
Indiana	20,088,095	9,522,511	8,064,627	2,500,957
Iowa	8,095,754	2,469,693	4,692,161	933,900
Kansas	5,255,936	4,696,832	11,976	547,128
Kentucky	14,323,356	1,536,057	11,152,794	1,634,505
Louisiana	17,391,214	1,745,247	14,196,755	1,449,212
Maine	3,198,520	2,953,839	15,131	229,550
Maryland	12,529,326	10,316,989	157,549	2,054,788
Massachusetts	18,935,963	6,835,861	9,583,165	2,516,937
Michigan	40,091,027	6,179,387	27,347,063	6,564,577
Minnesota	10,808,091	6,590,997	2,669,999	1,547,095
Mississippi	10,777,573	10,045,853	2,200	729,520
Missouri	14,450,306	1,705,814	10,912,679	1,831,813
Montana	2,394,104	322,413	1,792,522	279,169
Nebraska	3,295,118	1,992,270	822,484	480,364
Nevada	2,656,110	562,201	1,780,378	313,531
New Hampshire	2,022,776	1,746,812	0	275,964
New Jersey	22,831,611	5,508,819	14,021,486	3,301,306
New Mexico	4,671,478	3,895,296	29,315	746,867
New York	54,722,381	10,102,823	36,185,942	8,433,616
North Carolina	16,807,067	1,607,430	12,720,692	2,478,945
North Dakota	1,669,692	1,459,140	4,480	206,072
Ohio	38,390,149	31,459,057	1,682,952	5,248,140
Oklahoma	8,485,979	1,712,216	6,192,901	580,862
Oregon	10,266,746	4,750,098	4,254,852	1,261,796
Pennsylvania	37,800,592	4,831,808	28,768,811	4,199,973
Rhode Island	3,346,176	2,164,027	718,647	463,502
South Carolina	9,442,815	3,467,423	4,780,250	1,195,142
South Dakota	1,640,993	1,561,054	159	79,780
Tennessee	15,124,647	4,076,129	9,228,667	1,819,851
Texas	37,559,046	12,431,810	20,585,154	4,542,082
Utah	3,557,108	3,213,061	62,985	281,062
Vermont	1,623,704	313,269	1,062,135	248,300
Virginia	14,497,058	11,140,706	1,267,730	2,088,622
Washington	13,804,116	4,165,204	7,638,360	2,000,552
West Virginia	9,401,241	747,212	8,159,535	494,494
Wisconsin	13,423,251	9,866,522	2,126,510	1,430,219
Wyoming	1,641,051	339,326	1,076,299	225,426
American Samoa	39,378	34,501	0	4,877
Guam	887,207	819,937	0	67,270
Northern Marianas*	0	0	0	0
Puerto Rico	24,073,130	2,884,611	18,034,649	3,153,870
Trust Territories*	0	0	0	0
Virgin Islands	446,346	411,242	0	35,104

*Indicates a non-reporting State.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management. Updated summary output report for JTPA Title II-B programs, based on data received through December 12, 1986.

Table 7. Title III Employment and Training Assistance for Dislocated Workers, Combined Data Including Grants to States and Secretary's Discretionary Funds: Expenditures, by State, Program Year 1985 (July 1, 1985 through June 30, 1986)

State	Expenditures (in dollars) for:			
	Total	Training	Participant Support	Administration
U.S. Total	$183,108,276	$144,543,793	$10,002,122	$28,562,361
Alabama	5,892,885	3,577,127	1,497,157	818,601
Alaska	552,016	427,018	36,408	88,590
Arizona	1,523,035	1,056,812	111,606	354,617
Arkansas	1,218,865	896,841	142,543	179,481
California	16,720,711	13,700,946	506,655	2,513,110
Colorado	1,753,083	1,418,837	86,511	247,735
Connecticut	1,043,265	821,827	88,794	132,644
Delaware	288,014	235,662	2,597	49,755
District of Columbia	534,550	342,107	24,269	168,174
Florida	2,891,377	2,891,377	0	0
Georgia	3,545,312	2,991,101	178,098	376,113
Hawaii	266,426	221,134	5,211	40,081
Idaho	1,205,059	984,032	77,071	143,956
Illinois	12,519,708	9,751,342	623,112	2,145,254
Indiana	8,381,504	7,205,027	205,866	970,611
Iowa	1,359,824	1,026,930	69,101	263,793
Kansas	1,437,451	1,170,711	46,041	220,699
Kentucky	2,681,096	2,350,585	23,678	306,833
Louisiana	1,778,266	1,416,154	106,626	255,486
Maine	1,689,135	1,298,885	150,971	239,279
Maryland	2,663,123	2,158,239	173,828	331,056
Massachusetts	5,800,395	4,662,643	232,308	905,444
Michigan	12,887,388	8,776,045	360,717	3,750,626
Minnesota	4,136,538	3,287,083	277,676	571,779
Mississippi	2,254,032	1,748,872	99,210	405,950
Missouri	2,300,789	1,933,213	81,571	286,005
Montana	778,011	601,696	92,372	83,943
Nebraska	1,034,106	901,284	30,418	102,404
Nevada	784,865	522,025	105,146	157,694
New Hampshire	397,181	311,824	27,381	57,976
New Jersey	4,938,864	4,028,339	176,470	734,055
New Mexico	1,119,778	863,693	119,284	136,801
New York	10,518,392	8,356,834	296,275	1,865,283
North Carolina	3,060,608	2,509,266	70,524	480,818
North Dakota	245,787	203,647	7,892	34,248
Ohio	11,797,734	9,260,272	961,646	1,575,816
Oklahoma	2,404,714	1,514,660	187,759	702,295
Oregon	4,563,795	4,161,845	7,709	394,241
Pennsylvania	8,707,112	7,746,787	241,708	718,617
Rhode Island	750,176	574,445	5,330	170,401
South Carolina	2,717,395	1,868,285	408,755	440,355
South Dakota	295,870	265,103	14,019	16,748
Tennessee	3,572,338	2,776,345	101,380	694,613
Texas	8,285,324	6,695,707	490,681	1,098,936
Utah	2,858,915	2,097,653	255,215	506,042
Vermont	270,334	237,472	4,103	28,759
Virginia	2,040,463	1,601,060	179,847	259,556
Washington	5,326,223	3,810,665	258,504	1,257,054
West Virginia	3,011,865	2,502,751	274,704	234,410
Wisconsin	3,924,786	3,264,369	135,949	524,468
Wyoming	145,432	123,112	0	17,320
American Samoa	0	0	0	0
Guam	115,446	108,011	0	7,435
Northern Marianas	0	0	0	0
Puerto Rico	1,979,761	1,208,022	325,347	446,392
Trust Territories	0	0	0	0
Virgin Islands	139,154	73,066	16,079	50,009

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management. JTPA Quarterly Status Report for July 1, 1985 through June 30, 1986. Data as of December 12, 1986.

Table 8. JTPA Allotments to States for Title II-A Programs, PY 1986 (July 1, 1986 through June 30, 1987) and Title II-B, Calendar Year 1987 (October 1, 1986 through September 30, 1987).

State	Program	
	II-A Disadvantaged Youth and Adults	II-B Summer Youth
U.S. Total	$1,781,561,919	$635,976,000
Alabama	44,190,427	13,001,196
Alaska	4,896,374	1,760,978
Arizona	18,432,668	6,936,781
Arkansas	20,705,271	7,142,914
California	189,597,766	61,652,849
Colorado	17,145,259	6,690,683
Connecticut	13,010,234	6,539,717
Delaware	4,445,896	1,558,379
District of Columbia	6,536,638	5,418,804
Florida	62,193,069	20,213,749
Georgia	35,028,559	12,541,377
Hawaii	5,267,910	1,974,003
Idaho	7,591,996	2,882,470
Illinois	99,855,985	34,163,401
Indiana	45,011,399	14,899,797
Iowa	20,170,048	7,116,479
Kansas	9,123,311	3,621,762
Kentucky	33,518,050	12,878,152
Louisiana	47,399,691	19,337,962
Maine	7,322,534	2,476,101
Maryland	20,896,947	9,251,822
Massachusetts	27,706,317	13,606,919
Michigan	95,763,190	28,821,465
Minnesota	22,127,261	7,822,582
Mississippi	28,794,629	10,316,156
Missouri	33,249,122	11,247,476
Montana	6,219,205	2,286,261
Nebraska	5,902,071	2,660,953
Nevada	7,063,419	2,236,779
New Hampshire	4,445,896	1,558,379
New Jersey	39,729,869	17,660,751
New Mexico	11,703,739	4,784,124
New York	122,489,036	40,357,817
North Carolina	37,703,148	11,922,068
North Dakota	4,445,896	1,558,379
Ohio	91,248,345	30,646,773
Oklahoma	22,135,732	8,261,133
Oregon	26,486,869	8,219,919
Pennsylvania	97,823,589	29,350,529
Puerto Rico	71,395,175	24,309,992
Rhode Island	5,976,196	2,384,192
South Carolina	22,084,326	7,857,749
South Dakota	4,445,896	1,558,379
Tennessee	40,486,288	13,286,694
Texas	95,881,888	43,439,896
Utah	9,194,027	2,642,430
Vermont	4,445,896	1,558,379
Virginia	26,335,318	10,338,190
Washington	38,477,093	11,175,356
West Virginia	24,773,040	7,108,409
Wisconsin	33,039,814	10,665,536
Wyoming	4,445,896	1,558,379
American Samoa	268,028	48,279
Guam	1,125,402	588,824
Marshall Islands	—	17,352
Micronesia	—	41,121
Northern Marianas	125,000	22,585
Republic of Palau	125,000	6,809
Virgin Islands	1,560,271	333,871
Native Americans	—	13,176,511

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial Control and Managementt Systems. Data as of July 1, 1986 (Title II-A) and January 29, 1987 (Title II-B).

Table 9. JTPA Allotments to States and Matching Requirements for Title III Dislocated Worker Projects, PY 1986

State	Unempl. Rate	Reduction Units[1]	Funds Provided		
			Allotment	Required Match	Total Program
U.S. Total	7.4	—	$95,640,689	$53,824,000	$149,464,689
Alabama	10.1	3	1,791,261	716,504	2,507,765
Alaska	9.7	3	203,625	81,450	285,075
Arizona	5.5	0	463,403	463,403	926,806
Arkansas	8.5	1	727,957	582,366	1,310,323
California	7.3	0	7,498,655	7,498,655	14,997,310
Colorado	5.7	0	617,150	617,150	1,234,300
Connecticut	4.8	0	448,820	448,820	897,640
Delaware	5.7	0	120,938	120,938	241,876
District of Columbia	8.5	1	247,314	197,851	445,165
Florida	6.2	0	2,091,224	2,091,224	4,182,448
Georgia	6.2	0	1,152,077	1,152,077	2,304,154
Hawaii	5.4	0	160,955	160,955	321,910
Idaho	7.6	1	266,605	213,284	479,889
Illinois	8.9	2	4,849,651	2,909,791	7,759,442
Indiana	8.5	1	2,155,476	1,724,381	3,879,857
Iowa	7.6	1	972,286	777,829	1,750,115
Kansas	4.9	0	376,208	376,208	752,416
Kentucky	8.7	2	1,473,002	883,801	2,356,803
Louisiana	10.9	4	2,074,758	414,952	2,489,710
Maine	5.7	0	221,505	221,505	443,010
Maryland	4.9	0	715,005	715,005	1,430,010
Massachusetts	4.0	0	695,198	695,198	1,390,396
Michigan	10.4	3	4,661,520	1,864,608	6,526,128
Minnesota	5.8	0	991,432	991,432	1,982,864
Mississippi	10.4	3	1,185,710	474,284	1,659,994
Missouri	6.9	0	1,401,627	1,401,627	2,803,254
Montana	7.1	0	236,353	236,353	472,706
Nebraska	4.8	0	223,515	223,515	447,030
Nevada	7.9	1	317,643	254,114	571,757
New Hampshire	4.4	0	116,624	116,624	233,248
New Jersey	5.7	0	1,541,909	1,541,909	3,083,818
New Mexico	8.0	1	416,356	333,085	749,441
New York	6.7	0	4,659,564	4,659,564	9,319,128
North Carolina	6.0	0	1,339,237	1,339,237	2,678,474
North Dakota	5.5	0	109,879	109,879	219,758
Ohio	8.9	2	4,644,816	2,786,890	7,431,706
Oklahoma	7.1	0	856,027	856,027	1,712,054
Oregon	9.5	2	1,176,882	470,753	1,647,635
Pennsylvania	8.3	1	4,473,632	3,578,906	8,052,538
Puerto Rico	21.5	14	2,087,835	0	2,087,835
Rhode Island	5.0	0	148,754	148,754	297,508
South Carolina	6.7	0	813,372	813,372	1,626,744
South Dakota	5.0	0	87,865	87,865	175,730
Tennessee	8.3	1	1,640,365	1,312,292	2,952,657
Texas	6.5	0	3,403,875	3,403,875	6,807,750
Utah	6.4	0	325,886	325,886	651,772
Vermont	4.9	0	70,665	70,665	141,330
Virginia	5.2	0	882,193	882,193	1,644,386
Washington	8.9	2	1,682,659	1,009,595	2,692,254
West Virginia	13.8	7	1,300,109	0	1,300,109
Wisconsin	7.0	0	1,416,655	1,416,655	2,833,310
Wyoming	6.3	0	110,694	110,694	221,388
American Samoa	0.0	0	10,789	0	10,789
Guam	0.0	0	45,302	0	45,302
Northern Marianas	0.0	0	5,032	0	5,032
Republic of Palau	0.0	0	5,032	0	5,032
Virgin Islands	0.0	0	62,808	0	62,808
National Reserve	0.0	0	23,925,000	0	23,925,000

[1] States are required to provide a 100 percent match (cash or in-kind) for funds received by formula allocation under Title III (reserved 25 percent Secretary's discretionary funds do not require a match). Whenever the average rate of unemployment for a State is higher than the average rate of unemployment for all States, the non-Federal matching funds provided by that State for the fiscal year are reduced by 10 percent for each 1 percent (or portion thereof) the State unemployment rate exceeds the national average rate.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management. Data as of July 1, 1986.

Table 10. JTPA Title III Budget Authority, October 1982 - June 1988. (dollars in millions)

	Formula	Discretionary	Total
Oct. 1982 - Sept. 1983	$82.5	$27.5	$110.0
Oct. 1983 - June 1984	70.7	23.5	94.2
July 1984 - June 1985	167.3	55.7	223.0
July 1985 - June 1986	167.3	55.7	223.0
Subtotal	487.8	162.4	650.2
July 1986 - June 1987[1]	71.8	23.9	95.7
July 1987 - June 1988	150.0	50.0	200.0
Total	$709.6	$236.3	$945.9

[1] Department of Labor estimates for program years 1986 and 1987.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget. Table also shown in GAO, *Report to the Congress, Dislocated Workers* (March 1987), p. 12.

Table 11. JTPA Title III Allocations, by State, October 1982 - June 1986. (dollars in thousands)

State	Formula	Discretionary	Total
Alabama	$12,306.7	$5,855.3	$18,162.0
Alaska	988.3	500.5	1,488.8
Arizona	4,833.3	1,700.0	6,533.3
Arkansas	4,264.3	1,549.0	5,813.3
California	52,744.3	11,096.1	63,840.4
Colorado	4,193.6	1,300.0	5,493.6
Connecticut	3,647.3	800.0	4,447.3
Delaware	932.6	0	932.6
Florida	15,493.9	718.2	16,212.1
Georgia	7,634.5	1,300.0	8,934.5
Hawaii	1,058.8	0	1,058.8
Idaho	1,799.0	1,387.6	3,186.6
Illinois	31,361.9	10,333.9	41,695.8
Indiana	14,414.4	8,966.5	23,380.9
Iowa	5,338.7	1,637.3	6,976.0
Kansas	2,630.1	2,670.7	5,300.8
Kentucky	8,349.4	2,405.4	10,754.8
Louisiana	9,283.3	763.5	10,046.8
Maine	1,835.6	2,331.8	4,167.4
Maryland	6,634.2	2,490.0	9,124.2
Massachusetts	8,403.0	3,956.1	12,359.1
Michigan	33,819.4	7,735.2	41,554.6
Minnesota	7,102.7	5,202.5	12,305.2
Mississippi	5,896.5	1,675.0	7,571.5
Missouri	9,728.4	799.9	10,528.3
Montana	1,439.9	1,816.1	3,256.0
Nebraska	1,528.1	1,184.1	2,712.2
Nevada	2,142.0	400.0	2,542.0
New Hampshire	1,015.4	749.8	1,765.2
New Jersey	12,924.7	1,930.0	14,854.7
New Mexico	2,356.5	1,100.0	3,456.5
New York	30,543.7	11,462.6	42,006.3
North Carolina	10,628.4	2,467.5	13,095.9
North Dakota	563.0	340.0	903.0
Ohio	33,216.1	9,744.0	42,960.1
Oklahoma	4,131.9	2,000.0	6,131.9
Oregon	7,165.3	6,218.9	13,384.2
Pennsylvania	31,235.2	5,524.1	36,759.3
Rhode Island	1,889.4	2,242.6	4,132.0
South Carolina	6,551.0	2,083.9	8,634.9
South Dakota	551.5	750.0	1,301.5
Tennessee	11,357.2	1,400.0	12,757.2
Texas	19,273.7	6,110.0	25,383.7
Utah	2,190.8	5,628.8	7,819.6
Vermont	667.1	0	667.1
Virginia	6,512.5	1,866.9	8,379.4
Washington	11,554.8	4,705.4	16,260.2
West Virginia	6,793.7	3,695.1	10,488.8
Wisconsin	12,114.6	4,419.5	16,534.1
Wyoming	667.0	0	667.0
Total Allocations to States	$473,707.7	$155,013.8	$628,721.5[1]

[1] The difference between the total state allocation and the amounts budgeted for Title III ($650.2 million) is due to allocations to the District of Columbia and U.S. territories and amounts retained by the Department of Labor.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget. See also, GAO, *Report to the Congress, Dislocated Workers* (March 1987), pp. 70-71.

Table 12. JTPA Title III Programs for Dislocated Workers: Allocations and Expenditures, Formula Funds, by State, Method of Substate Allocation, and Fiscal Year.

State	Approach	Year[1]	Amount Allocated	Reported Expenditures	Percent Expended
Alabama	RFP	FY 83	$2,069,540	$2,069,540	100
		TY 84	1,782,691	1,782,691	100
		PY 84	4,079,060	4,079,060	100
		PY 85	4,375,377	2,842,394	65
		Total	$12,306,688	$10,773,685	88
Alaska	RFP	FY 83	$144,601	$144,601	100
		TY 84	123,845	56,957	46
		PY 84	296,493	180,692	61
		PY 85	423,383	0	0
		Total	$988,322	$382,250	39
Arizona	RFP	FY 83	$806,052	$806,052	100
		TY 84	803,016	803,016	100
		PY 84	1,900,800	1,900,800	100
		PY 85	1,323,435	884,172	67
		Total	$4,883,303	$4,394,040	91
Arkansas	RFP	FY 83	$694,274	$694,274	100
		TY 84	582,234	582,234	100
		PY 84	1,340,825	907,933	68
		PY 85	1,646,983	0	0
		Total	$4,264,316	$2,184,441	51
California	Formula	FY 83	$8,861,374	$8,361,107	94
		TY 84	7,672,100	7,672,100	100
		PY 84	18,211,123	17,001,609	93
		PY 85	17,999,670	0	0
		Total	$52,744,267	$33,034,816	63
Colorado	RFP	FY 83	$758,904	$711,989	94
		TY 84	676,672	676,672	100
		PY 84	1,603,294	837,915	52
		PY 85	1,154,720	0	0
		Total	$4,193,590	$2,226,576	53
Connecticut	Mixed	FY 83	$721,636	$721,636	100
		TY 84	611,966	611,966	100
		PY 84	1,383,095	1,383,095	100
		PY 85	930,630	559,161	60
		Total	$3,647,327	$3,275,858	90
Delaware	Formula	FY 83	$173,267	$173,267	100
		TY 84	139,444	139,444	100
		PY 84	303,277	303,277	100
		PY 85	316,616	350	0
		Total	$932,604	$616,338	66
Florida	RFP	FY 83	$2,549,381	$1,901,659	75
		TY 84	2,194,479	2,194,479	100
		PY 84	5,521,134	77,934	1
		PY 85	5,228,930	0	0
		Total	$15,493,924	$4,174,072	27
Georgia	Solicited	FY 83	$1,332,344	$874,899	66
		TY 84	1,140,157	1,140,157	100
		PY 84	2,601,742	2,345,917	90
		PY 85	2,560,273	1,850,158	72
		Total	$7,634,516	$6,211,131	81

Table 12. (Continued) JTPA Title III Programs for Dislocated Workers: Allocations and Expenditures, Formula Funds, by State and Fiscal Year

State	Approach	Year[1]	Amount Allocated	Reported Expenditures	Percent Expended
Hawaii	Formula	FY 83	$183,366	$183,366	100
		TY 84	156,572	156,572	100
		PY 84	342,631	282,428	82
		PY 85	376,247	0	0
		Total	$1,058,816	$622,366	59
Idaho	RFP	FY 83	$300,546	$300,546	100
		TY 84	257,937	257,937	100
		PY 84	635,620	635,620	100
		PY 85	604,865	290,871	48
		Total	$1,798,968	$1,484,974	83
Illinois	RFP	FY 83	$5,261,528	$5,261,528	100
		TY 84	4,496,008	4,496,008	100
		PY 84	10,866,051	10,866,051	100
		PY 85	10,738,301	8,164,022	76
		Total	$31,361,888	$28,787,609	92
Indiana	Solicited	FY 83	$2,631,958	$2,631,958	100
		TY 84	2,199,935	2,199,935	100
		PY 84	4,810,706	4,810,706	100
		PY 85	4,771,790	368,275	8
		Total	$14,414,389	$10,010,874	69
Iowa	Formula	FY 83	$942,155	$942,155	100
		TY 84	805,263	805,263	100
		PY 84	1,853,741	1,853,741	100
		PY 85	1,737,526	1,519,209	87
		Total	$5,338,685	$5,120,368	96
Kansas	RFP	FY 83	$452,763	$452,763	100
		TY 84	398,451	398,451	100
		PY 84	924,805	816,018	88
		PY 85	854,101	0	0
		Total	$2,630,120	$1,667,232	63
Kentucky	RFP	FY 83	$1,313,018	$1,313,018	100
		TY 84	1,114,488	1,114,488	100
		PY 84	2,680,337	1,916,664	72
		PY 85	3,241,553	0	0
		Total	$8,349,396	$4,344,170	52
Louisiana	RFP	FY 83	$1,370,460	$1,271,365	93
		TY 84	1,149,618	1,149,618	100
		PY 84	3,088,379	1,536,167	50
		PY 85	3,674,881	0	0
		Total	$9,283,338	$3,957,150	43
Maine	Solicited	FY 83	$290,361	$290,361	100
		TY 84	262,022	262,022	100
		PY 84	637,866	637,866	100
		PY 85	645,335	141,439	22
		Total	$1,835,584	$1,331,688	73
Maryland	Formula	FY 83	$1,354,126	$995,719	74
		TY 84	1,121,251	1,121,251	100
		PY 84	2,310,360	2,310,360	100
		PY 85	1,848,488	1,421,074	77
		Total	$6,634,225	$5,848,404	88

Table 12. (Continued) JTPA Title III Programs for Dislocated Workers: Allocations and Expenditures, Formula Funds, by State and Fiscal Year.

State	Approach	Year[1]	Amount Allocated	Reported Expenditures	Percent Expended
Massachusetts	RFP	FY 83	$1,617,271	$1,617,271	100
		TY 84	1,405,715	1,405,715	100
		PY 84	2,902,123	2,902,123	100
		PY 85	2,477,850	2,039,929	82
		Total	$8,402,959	$7,965,038	95
Michigan	RFP	FY 83	$6,012,032	$6,012,031	100
		TY 84	5,059,450	5,059,450	100
		PY 84	11,578,385	11,578,385	100
		PY 85	11,169,526	1,434,518	13
		Total	$33,819,393	$24,084,384	71
Minnesota	RFP	FY 83	$1,150,409	$1,150,409	100
		TY 84	1,018,439	1,018,439	100
		PY 84	2,465,109	2,465,109	100
		PY 85	2,468,712	1,694,452	69
		Total	$7,102,669	$6,328,409	89
Mississippi	RFP	FY 83	$900,540	$900,540	100
		TY 84	776,145	776,145	100
		PY 84	1,932,727	1,932,727	100
		PY 85	2,287,103	1,562,924	68
		Total	$5,896,515	$5,172,336	88
Missouri	Mixed	FY 83	$1,595,209	$1,595,209	100
		TY 84	1,349,977	1,349,977	100
		PY 84	3,242,489	3,242,489	100
		PY 85	3,540,734	1,340,560	38
		Total	$9,728,409	$7,528,235	77
Montana	RFP	FY 83	$236,950	$232,858	98
		TY 84	199,215	199,215	100
		PY 84	457,198	457,198	100
		PY 85	549,566	410,518	75
		Total	$1,439,884	$1,299,789	90
Nebraska	Formula	FY 83	$278,590	$269,500	97
		TY 84	251,099	251,099	100
		PY 84	574,908	574,908	100
		PY 85	423,466	345,938	82
		Total	$1,528,063	$1,441,445	94
Nevada	Other	FY 83	$362,465	$362,465	100
		TY 84	323,040	323,040	100
		PY 84	753,523	753,523	100
		PY 85	702,950	553,768	79
		Total	$2,141,978	$1,992,796	93
New Hampshire	Other	FY 83	$223,687	$223,687	100
		TY 84	194,658	194,658	100
		PY 84	374,280	332,500	89
		PY 85	222,742	0	0
		Total	$1,015,367	$750,845	74
New Jersey	Formula	FY 83	$2,388,579	$2,237,272	94
		TY 84	2,025,737	2,025,737	100
		PY 84	4,503,918	2,129,205	47
		PY 85	4,006,433	80,000	2
		Total	$12,924,667	$6,472,214	50
New Mexico	Formula	FY 83	$373,208	$290,358	78
		TY 84	320,663	320,663	100
		PY 84	818,114	818,114	100
		PY 85	844,531	303,634	36
		Total	$2,356,516	$1,732,769	74

Table 12. (Continued) JTPA Title III Programs for Dislocated Workers: Allocations and Expenditures, Formula Funds, by State and Fiscal Year

State	Approach	Year[1]	Amount Allocated	Reported Expenditures	Percent Expended
New York	RFP	FY 83	$5,156,969	$4,692,715	91
		TY 84	4,317,093	4,317,093	100
		PY 84	10,442,943	7,028,662	67
		PY 85	10,646,683	0	0
		Total	$30,543,688	$16,038,470	53
North Carolina	Solicited	FY 83	$1,871,567	$1,871,567	100
		TY 84	1,623,683	1,623,683	100
		PY 84	3,650,676	3,650,676	100
		PY 85	3,482,448	2,177,324	63
		Total	$10,628,374	$9,323,250	88
North Dakota	Formula	FY 83	$95,228	$95,228	100
		TY 84	76,933	76,933	100
		PY 84	185,629	185,629	100
		PY 85	205,258	84,371	41
		Total	$563,048	$442,161	79
Ohio	RFP	FY 83	$5,677,816	$5,677,816	100
		TY 84	4,863,925	4,863,925	100
		PY 84	11,438,077	11,438,077	100
		PY 85	11,236,251	2,662,182	24
		Total	$33,216,069	$24,642,000	74
Oklahoma	RFP	FY 83	$413,570	$413,570	100
		TY 84	369,099	369,099	100
		PY 84	1,317,932	1,317,932	100
		PY 85	2,031,292	62,569	3
		Total	$4,131,893	$2,163,170	52
Oregon	Formula	FY 83	$1,247,847	$1,247,847	100
		TY 84	1,073,369	1,073,369	100
		PY 84	2,350,768	2,350,768	100
		PY 85	2,493,309	2,029,090	81
		Total	$7,165,293	$6,701,074	94
Pennsylvania	RFP	FY 83	$4,988,634	$4,186,374	84
		TY 84	4,288,753	4,288,753	100
		PY 84	10,823,137	9,809,323	91
		PY 85	11,134,643	0	0
		Total	$31,235,167	$18,284,450	59
Rhode Island	Mixed	FY 83	$358,983	$358,983	100
		TY 84	316,015	316,015	100
		PY 84	669,235	669,235	100
		PY 85	545,213	502,664	92
		Total	$1,889,446	$1,846,897	98
South Carolina	Formula	FY 83	$1,235,137	$1,235,137	100
		TY 84	1,053,909	1,053,909	100
		PY 84	2,315,906	2,315,906	100
		PY 85	1,946,080	1,019,013	52
		Total	$6,551,032	$5,623,965	86
South Dakota	Formula	FY 83	$97,907	$97,907	100
		TY 84	86,192	86,192	100
		PY 84	206,188	206,188	100
		PY 85	161,262	158,000	98
		Total	$551,549	$548,287	99
Tennessee	RFP	FY 83	$1,944,136	$1,708,045	88
		TY 84	1,672,508	1,672,508	100
		PY 84	3,805,859	2,305,131	61
		PY 85	3,934,745	0	0
		Total	$11,357,248	$5,685,684	50

Table 12. (Continued) JTPA Title III Programs for Dislocated Workers: Allocations and Expenditures, Forumla Funds, by State and Fiscal Year

State	Approach	Year[1]	Amount Allocated	Reported Expenditures	Percent Expended
Texas	RFP	FY 83	$2,692,408	$2,692,408	100
		TY 84	2,387,670	2,387,670	100
		PY 84	6,719,377	6,719,377	100
		PY 85	7,474,223	2,077,174	28
		Total	$19,273,678	$13,876,629	72
Utah	RFP	FY 83	$339,726	$339,726	100
		TY 84	288,397	288,397	100
		PY 84	758,998	758,998	100
		PY 85	803,640	237,592	30
		Total	$2,190,761	$1,624,713	74
Vermont	RFP	FY 83	$113,376	$113,376	100
		TY 84	96,670	96,670	100
		PY 84	225,398	225,398	100
		PY 85	231,705	197,226	85
		Total	$667,149	$632,670	95
Virginia	Mixed	FY 83	$1,334,750	$1,334,750	100
		TY 84	1,165,695	1,165,695	100
		PY 84	2,395,540	2,395,540	100
		PY 85	1,616,507	1,094,615	68
		Total	$6,512,492	$5,990,600	92
Washington	Mixed	FY 83	$1,985,012	$1,985,012	100
		TY 84	1,721,641	1,721,641	100
		PY 84	3,828,532	3,828,532	100
		PY 85	4,019,601	2,132,225	53
		Total	$11,554,786	$9,667,410	84
West Virginia	RFP	FY 83	$955,813	$955,813	100
		TY 84	826,295	826,295	100
		PY 84	2,241,181	1,421,801	63
		PY 85	2,770,400	0	0
		Total	$6,793,689	$3,203,909	47
Wisconsin	RFP	FY 83	$2,125,542	$2,125,542	100
		TY 84	1,844,966	1,844,966	100
		PY 84	4,260,996	4,260,996	100
		PY 85	3,883,145	1,184,038	30
		Total	$12,114,649	$9,415,542	78
Wyoming	Solicited	FY 83	$77,670	$77,670	100
		TY 84	71,649	71,649	100
		PY 84	263,359	263,359	100
		PY 85	254,278	1,253	0
		Total	$666,956	$413,931	62
U.S. Total			$473,707,633	$331,341,114	70

[1] The four funding periods used are:
FY 83 — October 1, 1982 through September 30, 1983
TY 84 — October 1, 1983 through June 30, 1984
PY 84 — July 1, 1984 through June 30, 1985
PY 85 — July 1, 1985 through June 30, 1986

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management, Office of the Comptroller, Division of Budget
Table also shown in GAO, *Report to the Congress, Dislocated Workers* (March 1987), pp. 72-79

Appendix III
Program Participation

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Program Participation

Reader's Note

Appendix III is divided into four separate sections:

A — Enrollments, Terminations, and Selected Characteristics

B — Job Training Longitudinal Survey (JTLS) Cumulative Data for Program Years 1984 and 1985

C — JTPA Annual Status Report (JASR) Cumulative Data for Program Years 1984 and 1985

D — Comparisons of JTLS and JASR Performance Data for Program Year 1985 (Data as of November 1986)

The source of most of the descriptive data on JTPA participation and characteristics of enrollees shown in the various tables in Section A is the Job Training Longitudinal Survey, derived from sampling techniques. However, some information, is taken from the JTPA Annual Status Report, which summarizes individual service delivery area (SDA) and State reports. Readers should note that, as in the case of financial data, the JTLS and JASR data reports emanate from two separate offices within the Department of Labor: JTLS, from the Office of Strategic Planning and Policy Development, and JASR, from the Office of Information Resources Management.

Section B contains summary tables of JTLS cumulative data for program years 1984 and 1985, as of November 1986. The numbers of the tables in Section B correspond exactly to the numbers of tables provided by the Department of Labor in its 1984/85 JTLS data summary, issued in November 1986.

Section C contains summary tables of national JASR data as of February 1987. Program activity data and characteristics information is shown for program years 1984 and 1985, and for the transition period in 1984. This information is aggregated from the various service delivery area and State reports.

Section D of this appendix offers comparisons of JTLS and JASR performance data for PY 1985, with explanations of the differences. For comparison purposes, the tables show both sets of data as of November 1986, when the JTLS output tables were compiled.

Section A: Enrollments, Terminations, Selected Characteristics

Table A-1. Title II-A Programs for Disadvantaged Adults and Youth: Enrollments, Terminations, and End-of-Quarter On-Board Enrollees, October 1983 through June 1986 (JTLS Data)

A-2. Title II-A Programs for Disadvantaged Adults and Youth: Selected Characteristics of Enrollees in the Transition Period and in Program Years 1984 and 1985 and of Program Eligibles in 1985 (JTLS Data)

A-3. Title II-A Programs for Disadvantaged Adults and Youth: Selected Characteristics of All Terminees in Program Years 1984 and 1985 (JTLS Data)

A-4. Title II-A Programs for Disadvantaged Adults and Youth: Selected Characteristics of Terminees Who Entered Employment in Program Years 1984 and 1985 (JTLS Data)

A-5. Title II-A Programs for Disadvantaged Adults and Youth: Participants, by State, Fiscal Year 1984 Grants for Program Year 1985 (July 1, 1985 through June 30, 1986) (JTLS Data)

A-6. Title II-B Summer Youth Employment and Training Programs: Total Participants and Selected Characteristics Summary, Summer Program (October 1, 1985 through September 30, 1986) (JASR Data)

A-7. Title II-B Summer Youth Employment and Training Programs: Participants, by State, FY 1985 Grants (October 1, 1984 through September 30, 1985) and FY 1986 Grants (October 1, 1985 through September 30, 1986) (JASR Data)

A-8. Title III Programs for Dislocated Workers: Enrollments, by Program Year and Quarter of Entry, Program Years 1984 and 1985 (JTLS Data)

A-9. Title III Programs for Dislocated Workers: Distribution of Eligible Dislocated Workers and New Enrollees in Program Years 1984 and 1985 (JTLS Data)

A-10. Title III Programs for Dislocated Workers: Proportions of Terminations and Terminees Who Entered Employment, Selected Characteristics, Program Years 1984 and 1985 (JTLS Data)

A-11. Title III Programs for Dislocated Workers: Participants in Formula-Funded Programs, by State (Cumulative), FY 1984 Grants for Program Year 1985 (July 1, 1985 through June 30, 1986) (JASR Data)

A-12. Title III Programs for Dislocated Workers: Participants in Combined Program (Formula-Funded and Secretary's Discretionary Grants-Funded Projects), by State, FY 1983 Grants for Program Year 1985 (July 1, 1985 through June 30, 1986) (JASR Data)

A-13. Title III Programs for Dislocated Workers: Comparison of Selected Characteristics of Participants with Characteristics for Unemployed Dislocated Workers as of January 1984 and Title II-A Programs for Disadvantaged Youth and Adults (JTLS Data)

Technical Note

There are two major sources of data on program participation available at the national level. These are the Job Training Longitudinal Survey (JTLS) and the JTPA Annual Status Report (JASR). The relationship between these two sources of data is described below.

JTLS Background:

Unless otherwise noted, the data summarized in the text of this paper and provided in the tables in Appendix III, Sections A and B are part of the *Job Training Longitudinal Survey (JTLS)* quick turnaround reporting system. The major purpose of the JTLS, sponsored by the Department of Labor (DOL), is to establish and maintain a data base containing information on characteristics of participants in programs authorized under Titles II-A and III of the Job Training Partnership Act (JTPA).

The JTLS was initiated in late 1983 and currently consists of two major components: (1) a "quick turnaround" (QT) segment that provides descriptive statistics on participants and programs, and also supplements DOL's administrative reporting system for JTPA; and (2) a more detailed, longitudinal component that provides extensive data on socioeconomic characteristics and labor force experiences of JTPA participants who entered the program during TY 1984 and PY 1984. It is the QT data that are summarized in Sections A and B.

The QT segment of the JTLS is designed to supplement the *JTPA Annual Status Report (JASR)*. The JASR consists of reports from each State on enrollments, terminations, and expenditures. The JTLS QT data are collected independently by staff of the U.S. Bureau of the Census from the administrative records located in the offices of a national sample of JTPA service delivery areas (SDA's).

For QT purposes, the current JTLS sample design for Titles II-A and III of JTPA calls for the random selection of 3,000 new enrollees and 3,000 terminees, every quarter, from a sample of 141 SDA's (out of roughly 600 SDA's in the country).[1] The SDA's are specifically defined geographic areas throughout the country and generally correspond to jurisdictions of State or local government, or consortia thereof. The SDA is the geographic unit of JTPA operation. The actual administrative organization may be a State or local government, or a consortium of local governments, or a private industry council (PIC). Each quarterly sample of individuals is selected from the prior quarter's new JTPA enrollments or terminations. Separate enrollee and terminee samples are selected, although a single sample of SDA's is used.

The data presented here are national estimates based on survey data. The data have been weighted using the inverses of the probabilities of selection as weighting factors. In order to provide the reader some insight regarding the numbers of individuals observed for the various estimates, the average weights for Title II-A and III enrollees and terminees are displayed on the following page by quarter of entry or termination. Accompanying the weights are unweighted counts representing actual sample sizes; note that the targeted QT sample sizes for the earliest quarters (October 1983 — June 1984) reflect sampling for Title II-A only.

Data Limitations

Some of the data presented in this appendix may differ from other information on JTPA enrollments and terminations published by the U.S. Department of Labor. These differences may be attributed to several factors, as described below.

- JTLS provides only one source of information about JTPA and is based on survey data gathered from a sample of SDA's. Each State also reports selected data to DOL through annual status reports (JASR) based on administrative records from *all* SDA's. Thus, certain data items available from both systems may differ slightly.
- The JTLS data base used in preparing this paper covers Title II-A and Title III activities during July 1985 - June 1986. Other papers have reported on other time periods. Also, some papers have been limited to Title II-A activities only; Title III data were excluded from certain papers due to problems with the sample design for Title III programs (see more detailed discussion of Title III sampling issues below).
- In this paper, the initial program assignment and program activity classifications for Title II-A include a separate category for work experience (WE). In the earliest QT analyses, WE was included in the "other" category. However, because the WE group represents between 5 and 10 percent of the Title II-A participants, it is considered appropriate to analyze this group separately.

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[1] The JTLS data summarized in this paper are based on revised QT sample sizes which were initiated with the October-December 1985 enrollee and terminee cohorts. Prior to that, the JTLS sample design called for quarterly samples of 6,000 new enrollees and 3,000 terminees from 197 SDA's.

Average Weights for JTLS Estimates

	Title II-A		Title III	
	Enrollees	Terminees	Enrollees	Terminees
October - December 1983				
Average Weight	46.52	29.84	NA	NA
Unweighted Count	4,573	1,779		
January - March 1984				
Average Weight	48.56	38.22	NA	NA
Unweighted Count	4,170	2,489		
April - June 1984				
Average Weight	48.07	84.18	NA	NA
Unweighted Count	3,549	2,401		
July - September 1984				
Average Weight	45.86	46.06	18.45	21.05
Unweighted Count	3,784	2,397	1,425	750
October - December 1984				
Average Weight	42.88	56.81	19.60	21.06
Unweighted Count	3,786	2,082	1,099	790
January - March 1985				
Average Weight	51.27	62.66	19.58	21.55
Unweighted Count	3,967	2,098	1,375	857
April - June 1985				
Average Weight	43.54	87.65	15.14	28.22
Unweighted Count	3,875	2,500	1,468	1,036
July - September 1985				
Average Weight	55.70	66.08	16.20	25.87
Unweighted Count	3,503	2,128	1,320	747
October - December 1985				
Average Weight	93.98	67.92	27.45	19.78
Unweighted Count	1,899	1,886	750	812
January - March 1986				
Average Weight	89.61	60.36	31.71	20.14
Unweighted Count	2,384	2,353	911	881
April - June 1986				
Average Weight	88.87	93.85	32.75	31.71
Unweighted Count	1,865	2,629	757	963

- Certain geographic areas are *excluded* from the JTLS data collection effort. These areas are Puerto Rico, American Somoa, Guam, the Northern Marianas, and the Trust Territories of the Pacific Islands. Other sources of data on JTPA participation may include these geographic areas.

Finally, an unforeseen problem in the JTLS sampling scheme severely limits this and all previous JTLS estimates involving enrollees and terminees who entered or exited Title III JTPA programs. Under the JTLS sample design, SDA's are selected as the primary sampling units, with Title II-A allocations used as measures of size, and the samples of individual participants are selected from SDA administrative records. Thus, in the early stages of JTLS operation (the nine-month JTPA transition year), Title III enrollees were sampled as they were found in the records of the sampled SDA's; in other words, Title III participants were sampled only if their program or service was SDA operated.

In actuality, this proved to be a rather poor technique for selecting a nationally representative sample of Title III enrollees and terminees. It has been learned that Title III funds tend to be allocated to specific projects that are often statewide and not operated by an SDA. Hence, Transition Year (TY) 1984 JTLS estimates of new enrollees and terminees were seriously biased downwards due to a basic deficiency in the original sample frame.

Beginning in PY 1984, the JTLS Title III sample frame was modified so that counties, rather than SDA's, became the focus of data collection. To take advantage of efficiencies in data collection, the Census Bureau continued to sample the same SDA's used to gather Title II-A data. However, an effort was made to go beyond SDA-operated programs, and to include all Title III projects within the counties served by the sample SDA's.

It was hoped that this modification would correct the JTLS Title III sampling problems, but when the JASR administrative data became available at the end of PY 1984, it was clear that the JTLS was still undercounting Title III enrollments and terminations. Apparently, either the sampling procedure failed to identify *all* non-SDA Title III projects in the sample counties, or the geographic areas in the Title II-A sample frame were not representative for Title III. DOL and the Census Bureau are continuing to work on appropriate corrections in the Title III sample frame, and it is expected that, beginning with PY 1986, States (rather than counties or SDA's) will become the focus of the Title III sampling and data collection.

Definitions of Selected Terms

Certain terms and classifications used in this report have specific definitions developed for JTLS purposes. Thus, as an aid to the reader, definitions of selected JTLS terms are presented below in alphabetical order.

- **Average hourly wage at termination** is based on wage information recorded by SDA's for those terminees whose reason for termination was entered employment. The wage at termination is converted to an hourly rate (if necessary), and the average hourly wage at termination is simply an average across those terminees who were working.
- **Entered employment** represents only those terminees for whom the reason for termination was recorded as "entered employment" by the SDA. No other reasons for termination are included in this classification for JTLS purposes.
- **Initial program assignment** is considered a preliminary classification of a participant's JTLS activity and reflects the chronologically *first* activity assignment. It is typically used for *enrollees only,* under the assumption that SDA records of actual JTPA activities are not complete until termination (or shortly thereafter). The following classification of initial program assignment are used in this paper.
  - **Classroom Training** (CT) involves basic education, skills training, or a combination of the two. It is usually conducted in a school-like setting and provides the academic and/or technical competence required for a particular type of job.
  - **On-the-job training** (OJT) provides skills training in a specific occupation in an actual work setting. The necessary skills are learned by actually performing a particular job. These positions are usually established with the intention that the participant will subsequently become a regular employee of the employer providing the OJT.
  - **Job search assistance** (JSA) includes any aid received in locating, applying for, and/or obtaining a job. This assistance may take the form of job clubs; classes, clinics, or workshops in job search skills; labor market orientation; job development; job referrals; or relocation assistance.
  - **Work experience** (WE) is part-time or short-term subsidized employment designed to assist participants in entering/re-entering

the labor force or in enhancing their employability. Included among those receiving WE may be adults who have been out of the labor force for an extended period and youth who are attending school.

- **Other services** represents JTPA participants whose initial program assignment cannot be classified in one of the categories described above. This group is comprised of persons who received services only (such as transition services, pre-employment skills, transportation, or employment/training services), vocational and/or personal counseling, assessment services, or were placed in a holding status.

- **Length of stay** in JTPA is defined, for JTLS purposes, as the total number of calendar days that each participant spent in the program. This is computed by subtracting the date of JTPA entry from the date of termination. Medians are then calculated both overall and for subgroups of terminees; these medians are expressed in days, but may be converted to weeks or months for analytic purposes.

- **Positive terminations** include the following reasons for terminations: entered employment, entered registered apprenticeship program, entered Armed Forces, returned to full-time school, entered employment/training program, completed major level of education, and completed program objective (*only* for those younger than 16).

- **Program activity** identifies the JTPA training activity actually undertaken by each participant. It reflects the complete JTPA activity record and is therefore more specific than initial program assignment. Program activity is used only for analysis of JTPA *terminees*, since information on training activities can be assumed to be complete only after termination. The program activity classifications used in this paper are identical to those described above for initial program assignment, with the addition to the other services category of those for whom program activity could not be determined and those who participated, either concurrently or sequentially, in multiple activities (which may have included some training activities).

Table A-1. Title II-A Programs for Disadvantaged Adults and Youth: Enrollments, Terminations, and End-of-Quarter On-Board Enrollees, Oct. 1983 through June 1986

Time Period	Title II-A Enrollments	Title II-A Terminations	On-Board at End-of-Quarter[1]
JTPA Transition Year			
October-December 1983	212,700	53,100	159,600
January-March 1984	202,500	95,100	267,000
April-June 1984	170,600	202,100	235,500
Total	585,800	350,300	—
Program Year 1984			
July-September 1984	173,500	110,400	298,600
October-December 1984	162,300	118,300	342,600
January-March 1985	203,400	131,500	414,500
April-June 1985	168,700	219,100	364,100
Total	708,000	579,300	—
Program Year 1985			
July-September 1985	195,100	140,600	418,600
October-December 1985	178,500	128,100	469,000
January-March 1986	213,600	142,000	540,600
April-June 1986	165,700	246,700	459,600
Total	752,900	657,400	—

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[1] On-Board estimates presented here should be treated with caution. Comparisons of JTLS Title II-A data for PY 1985 to administrative information obtained through the JTPA Annual Status Reports (JASR) have revealed that the JTLS estimate for terminations in PY 1985 was approximately 15 percent lower than that obtained from the JASR. This, compounded by similar discrepancies in previous years, leads to a PY 1985 JTLS "on-board" estimate that is 66 percent higher than the JASR figure. Reasons for the difference continue to be examined by DOL and Census Bureau staff.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation.

Table A-2. Title II-A Programs for Disadvantaged Adults and Youth: Selected Characteristics of *Enrollees* in the Transition Period and in Program Years 1984 and 1985 and of Program Eligibles in 1985

Characteristic	Enrollees			JTPA Eligibles[1] 1985
	Transition Period Oct 1983 - Jun 1984	PY 1984 Jul 1984 - Jun 1985	PY 1985 Jul 1985 - Jun 1986	
Total Enrollees/Eligibles:				
Number	585,800	708,000	752,900	39,401,000
Percent	100	100	100	100
Sex:				
Male	51	48	47	44
Female	49	52	53	56
Minority Status:				
White (excluding Hispanics)	53	55	55	63
Black (excluding Hispanics)	31	31	32	23
Hispanic	12	10	10	11
Other	4	4	3	3
Age at Enrollment:				
18 and younger	18	20	22	19
19 - 21	20	20	20	
22 - 54	60	56	55	81
55 and older	2	3	3	
Economic Status:				
Economically Disadvantaged	95	93	92	77[2]
Receiving AFDC at Application	17	21	21	16
Receiving Public Assistance (Including AFDC) at Application	37	42	40	48
Education Status:				
School Dropout	28	27	27	51
Student (H.S. or less)	11	13	14	
High School Graduate or More	61	60	59	49
Barriers to Employment:				
Limited English	4	3	3	NA
Handicapped	7	9	10	NA
Offenders	9	8	8	NA
Displaced Homemakers	4	4	4	NA

[1] Based on Current Population Survey (CPS) for March 1986

Source: U.S. Department of Labor, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation (JTLS Data) and CPS March 1986.

Table A-3. Title II-A Programs for Disadvantaged Adults and Youth: Selected Characteristics of *All Terminees* in Program Years 1984 and 1985

Characteristic	Percent of Terminees in:	
	PY 1984 July 1984 - June 1985	PY 1985 July 1985 - June 1986
Total Terminees		
Number	579,300	657,400
Percent	100	100
Sex		
Male	49	48
Female	51	52
Minority Status		
White (excluding Hispanics)	55	54
Black (excluding Hispanics)	31	32
Hispanic	11	11
Other	4	4
Age at Enrollment		
18 or younger	20	22
19-21	21	21
22-54	56	54
55 and older	3	3
Economic Status		
Economically Disadvantaged	94	93
Receiving AFDC at Application	21	20
Receiving Any Public Assistance (Including AFDC)at Application	42	41
Education Status		
School Dropout	27	27
Student (H.S. or less)	12	15
High School Graduate or more	61	58
Handicapped	9	10

Source: U.S. Department of Labor, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation

Table A-4. Title II-A Programs for Disadvantaged Adults and Youth: Selected Characteristics of *Terminees Who Entered Employment* in Program Years 1984 and 1985

Characteristic	Percent of Terminees Entering Employment in:	
	PY 1984 July 1984 - June 1985	PY 1985 July 1985 - June 1986
Total Terminees entering employment		
Number	370,500	407,700
Percent	100	100
Sex		
Male	52	49
Female	48	51
Minority Status		
White (excluding Hispanics)	58	58
Black (excluding Hispanics)	28	28
Hispanic	10	10
Other	3	3
Age at Enrollment		
18 or younger	15	14
19-21	21	21
22-54	61	61
55 and older	3	3
Economic Status		
Economically Disadvantaged	94	92
Receiving AFDC at Application	18	17
Receiving Any Public Assistance (Including AFDC) at Application	38	37
Education Status		
School Dropout	25	25
Student (H.S. or less)	8	7
High School Graduate or more	68	67
Handicapped	8	8

Source: U.S. Department of Labor, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation

Table A-5. Title II-A Programs for Disadvantaged Adults and Youth: Participants by State, Fiscal Year 1984 Grants for Program Year 1985 (July 1, 1985 through June 30, 1986)

State	Number of Participants	
	Total	Current End-of-Quarter
U.S. Total	1,075,430	314,571
Alabama	26,557	3,748
Alaska	1,997	388
Arizona	10,525	2,016
Arkansas	16,463	4,416
California	90,699	17,747
Colorado	15,621	4,746
Connecticut	6,869	1,060
Delaware	2,778	560
District of Columbia	2,365	0
Florida	46,896	5,767
Georgia	22,720	4,087
Hawaii	3,810	976
Idaho	4,333	669
Illinois	59,682	17,963
Indiana	29,594	19,903
Iowa	12,694	4,149
Kansas	8,689	2,411
Kentucky	19,736	5,444
Louisiana	26,063	8,494
Maine	5,262	1,500
Maryland	21,341	7,375
Massachusetts	16,126	3,695
Michigan	55,562	15,298
Minnesota	24,127	7,148
Mississippi	19,790	3,889
Missouri	22,171	2,178
Montana	4,894	1,077
Nebraska	4,590	1,147
Nevada	2,754	645
New Hampshire	2,740	712
New Jersey	20,780	6,737
New Mexico	5,392	1,126
New York	70,434	12,015
North Carolina	30,192	9,939
North Dakota	2,705	936
Ohio	60,695	18,949
Oklahoma	14,422	3,989
Oregon	14,742	3,479
Pennsylvania	43,845	16,092
Rhode Island	2,454	413
South Carolina	17,963	5,992
South Dakota	4,484	1,777
Tennessee	29,814	7,919
Texas	60,334	46,307
Utah	6,354	2,199
Vermont	3,130	650
Virginia	9,168	1,996
Washington	20,601	4,427
West Virginia	10,254	0
Wisconsin	30,619	8,404
Wyoming	2,676	905
American Samoa	434	0
Guam	730	134
Northern Marianas	62	0
Puerto Rico	25,026	10,825
Trust Territories	*	*
Virgin Islands	672	153

*State did not report

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management (JASR Reports through November 14, 1986; 594 of 600 (99%) Service Delivery Areas (SDA's) Reporting)

Table A-6. Title II-B Summer Youth Employment and Training Programs: Total Participants and Selected Characteristics Summary, 1986 Summer Program (Oct. 1, 1985 - Sept. 30, 1986)[1]

Number/Characteristic	1986 Summer Program
Total Participants:	
Number	748,101
Percent	100
Cost Per Participant	$1,021
Sex:	
Male	51
Female	49
Minority Status:	
White (excluding Hispanic)	32
Black (excluding Hispanic)	43
Hispanic	20
Other	4
Age at Enrollment:	
14 - 15	34
16 - 17	40
18 - 21	26
Education Status:	
School Dropout	6
Student	81
H.S. Graduate or equivalent and above	13
Barriers to Employment:	
Single Head of Household with Dependent under 18	3
Limited English Language Proficiency	10
Handicapped	11

[1] Characteristics data was not collected for the JTPA Summer Program until the 1986 summer.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information, Resources Management.

Table A-7. JTPA Summer Youth Employment and Training Programs, FY 1985 Grants (October 1, 1984 through September 20, 1985) and FY 1986 Grants (October 1, 1985 through September 30, 1986): Participants by State

State	Number of Participants Under: FY 1985 Grants Oct. 1, 1984 - Sept. 30, 1985	Number of Participants Under: FY 1986 Grants Oct. 1, 1985 - Sept. 30, 1986
U.S. Total	788,687	748,101
Alabama	14,311	13,354
Alaska	1,329	1,082
Arizona	7,253	7,353
Arkansas	8,240	7,969
California	66,523	67,978
Colorado	6,303	6,278
Connecticut	10,262	9,203
Delaware	2,058	1,897
District of Columbia	8,816	8,585
Florida	26,963	25,237
Georgia	14,142	12,533
Hawaii	3,430	1,897
Idaho	2,284	2,158
Illinois	43,322	44,837
Indiana	21,399	19,337
Iowa	7,107	6,893
Kansas	5,189	4,745
Kentucky	14,686	14,922
Louisiana	15,858	17,063
Maine	3,030	2,802
Maryland	13,017	10,840
Massachusetts	17,298	15,796
Michigan	32,846	31,516
Minnesota	10,587	9,316
Mississippi	10,478	10,331
Missouri	13,994	12,794
Montana	1,963	1,671
Nebraska	1,821	2,931
Nevada	1,775	2,053
New Hampshire	2,034	1,501
New Jersey	28,862	16,799
New Mexico	5,438	5,386
New York	68,768	66,328
North Carolina	15,507	14,566
North Dakota	1,696	1,660
Ohio	39,125	36,107
Oklahoma	7,264	6,835
Oregon	6,787	7,979
Pennsylvania	45,219	39,527
Rhode Island	2,662	2,686
South Carolina	12,726	11,631
South Dakota	2,035	1,874
Tennessee	18,199	14,790
Texas	25,742	28,319
Utah	2,973	2,935
Vermont	1,968	1,774
Virginia	11,056	11,119
Washington	10,260	10,049
West Virginia	8,880	9,148
Wisconsin	13,960	13,308
Wyoming	773	821
American Samoa	130	95
Guam	629	788
Northern Marianas	*	*
Puerto Rico	70,941	68,044
Trust Territories	219	*
Virgin Islands	550	661

*State did not report.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management.

Table A-8. Title III Programs for Dislocated Workers: Enrollments by Program Year and Quarter of Entry, Program Years 1984 and 1985

Program Year/Quarter	Number of Enrollees
Program Year 1984	
July 1984 - September 1984	26,300
October 1984 - December 1984	21,500
January 1985 - March 1985	26,900
April 1985 - June 1985	22,200
Total	97,000
Program Year 1985	
July 1985 - September 1985	21,400
October 1985 - December 1985	20,600
January 1986 - March 1986	28,900
April 1986 - June 1986	24,800
Total	95,600

Source: U.S. Department of Labor, Employment and Training Administration, Office of Strategic Planning and Policy Development: JTLS Data for PY 1985, published in November 1986. Note that enrollment and characteristics data drawn from JTPA Annual Status Reports (JASR) differ from those shown here and in following tables.

Table A-9. JTPA Title III Programs for Dislocated Workers: Distribution of Eligible Dislocated Workers, and New Enrollees in Program Years 1984 and 1985

Characteristic	Eligible Displaced Workers	JTPA Title III New Enrollees	
		PY 1984	PY 1985
Eligibles/Enrollees:			
Estimated Total	5,091,100[1]	97,000	95,600
Percent	100	100	100
Sex:			
Male	65	62	59
Female	35	38	41
Minority Status:			
White (excluding Hispanic)	81	70	72
Black (excluding Hispanic)	12	21	19
Hispanic	6	7	7
Other	2	2	1
Age:			
21 and younger	2[2]	6	5
22 - 44	62	74	72
45 - 54	36	15	15
55 and over	36	6	8
Education:			
School Dropout	25	19	19
Student (H.S. or less)		1	1
High School Graduate or Equivalent (No Post H.S)	75	52	55
Post High School		28	26

[1] As defined by the Bureau of Labor Statistics (BLS), U.S. Department of Labor, this estimate represents persons with tenure of three or more years who lost or left a job between January 1979 and January 1984 due to plant closings or moves, slack work, or the abolishment of their positions or shifts.

[2] The BLS data for this category represent 20- and 21-year-olds only.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Stategic Planning and Policy Development. (JTLS data for PY 1985, published in November 1986. Note that JASR data differs somewhat from these proportions)

Table A-10. Title III Programs for Dislocated Workers: Proportions of Terminations and Terminees Who Entered Employment, Selected Characteristics, Program Years 1984 and 1985

Characteristic	All Terminations		Entered Employment	
	PY 1984	PY 1985	PY 1984	PY 1985
Total:				
Number	80,100	83,700	52,300	56,700
Percent	100	100	100	100
Sex:				
Male	65	58	64	58
Female	35	42	36	42
Minority Status:				
White (excluding Hispanics)	75	71	75	73
Black (excluding Hispanics)	18	20	17	19
Hispanic	6	7	6	6
Other	2	2	2	2
Age:				
21 and younger	6	5	6	6
22 - 44	74	72	74	72
45 - 54	14	15	15	15
55 and older	6	8	5	7
Education:				
School Dropout	20	20	16	19
Student (H.S. or less)	1	1	1	1
High School Graduate or Equivalent (no post H.S.)	52	54	54	54
Post High School	27	25	30	26
Reason for Temination:				
Entered Employment	65	68	100	100
Returned to School	1	1	—	—
Other Positive Termination	1	1	—	—
Non-Positive Termination	33	31	—	—

Source: U.S. Department of Labor, Employment and Training Administration: Office of Strategic Planning and Policy Development. (JTLS Data for PY 1985)

Table A-11. JTPA Title III Programs for Dislocated Workers, FY 1984 Grants for Program Year 1985 (July 1, 1985 through June 30, 1986): Participants in Formula-Funded Programs, By State (Cumulative)

State	Number of Participants	
	Total	Current End-of-Quarter
U.S. Total	205,160	68,711
Alabama	3,328	900
Alaska	392	221
Arizona	2,249	612
Arkansas	1,851	788
California	9,405	2,889
Colorado	2,249	1,064
Connecticut	589	64
Delaware	876	261
District of Columbia	1,130	0
Florida	1,517	719
Georgia	1,655	556
Hawaii	1,492	243
Idaho	759	140
Illinois	16,885	7,014
Indiana	6,099	2,929
Iowa	3,044	958
Kansas	1,457	373
Kentucky	7,548	2,217
Louisiana	2,201	1,274
Maine	1,269	408
Maryland	3,623	1,485
Massachusetts	8,400	3,657
Michigan	8,943	2,359
Minnesota	5,509	2,450
Mississippi	2,493	720
Missouri	4,637	692
Montana	973	266
Nebraska	1,335	456
Nevada	1,043	229
New Hampshire	372	32
New Jersey	11,292	5,926
New Mexico	1,109	396
New York	6,912	3,105
North Carolina	7,985	1,838
North Dakota	181	75
Ohio	10,935	3,380
Oklahoma	3,138	1,699
Oregon	2,526	585
Pennsylvania	9,507	3,215
Rhode Island	319	89
South Carolina	4,552	1,401
South Dakota	454	211
Tennessee	2,363	1,017
Texas	7,437	4,771
Utah	1,431	587
Vermont	167	5
Virginia	16,808	993
Washington	5,622	717
West Virginia	3,340	0
Wisconsin	4,210	1,933
Wyoming	115	38
American Samoa	0	0
Guam	0	0
Northern Marianas	0	0
Puerto Rico	1,354	727
Trust Territories	*	*
Virgin Islands	120	27

*State did not report

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management. (JASR Reports through November 14, 1986; 594 of 600 (99%) Service Delivery Areas (SDAs) Reporting)

Table A-12. JPTA Title III Programs for Dislocated Workers, FY 1983 Grants for Program Year 1985 (July 1, 1985 through June 30, 1986): Participants in Combined Program (Formula-Funded and Secretary's Discretionary Grants-Funded Projects).

State	Number of Participants	
	Total	Current End-of-Quarter
U.S. Total	16,060	5,672
Alabama	368	36
Alaska	—	—
Arizona	522	255
Arkansas	287	103
California	1,813	202
Colorado	0	0
Connecticut	0	0
Delaware	—	—
District of Columbia	0	0
Florida	1,101	522
Georgia	79	0
Hawaii	—	—
Idaho	68	0
Illinois	1,404	746
Indiana	720	128
Iowa	—	—
Kansas	—	—
Kentucky	307	0
Louisiana	255	42
Maine	—	—
Maryland	410	0
Massachusetts	—	—
Michigan	2,101	835
Minnesota	—	—
Mississippi	504	221
Missouri	—	—
Montana	0	0
Nebraska	—	—
Nevada	—	—
New Hampshire	—	—
New Jersey	494	261
New Mexico	0	0
New York	227	103
North Carolina	—	—
North Dakota	0	0
Ohio	1,045	9
Oklahoma	—	—
Oregon	165	0
Pennsylvania	1,238	504
Rhode Island	0	0
South Carolina	—	—
South Dakota	—	—
Tennessee	679	267
Texas	1,479	1,150
Utah	—	—
Vermont	—	—
Virginia	46	14
Washington	375	207
West Virginia	111	0
Wisconsin	262	67
Wyoming	—	—
American Samoa	—	—
Guam	0	0
Northern Marianas	—	—
Puerto Rico	—	—
Trust Territories	—	—
Virgin Islands	—	—

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information Resources Management. (JASR Reports received through November 14, 1986).

Table A-13. Comparison of Selected Characteristics of Title III JTPA Participants, Unemployed Dislocated Workers as of January 1984, and Title II-A JTPA Participants

	Percent of Participants		
Characteristic	Title III	Unemployed Dislocated Workers a/o Jan. 1984[2]	Title II-A[3]
Age:			
Under 55	92	80	97
Age 55 and over	8	20	3
Educational Level:			
Less than High School	22	32	39
High School Graduate or More	78	68	61
Sex:			
Male	60	69	48
Female	40	31	52
Race[1]:			
White	69	79	54
Minorities	31	21	46

[1] Hispanics are included as minorities in Title III statistics, but in the CPS data, they may be included in the totals for either race.

[2] From the supplement to the January 1984 CPS.

[3] From the U.S. Department of Labor, Job Training Longitudinal Survey, August 1985.

Source: U.S. Department of Labor, Employment and Training Administration.

Section B: JTLS Cumulative Data, Program Years 1984 and 1985

Table B-1. Distribution of Title II-A enrollees in each initial program assignment by selected characteristics: participants newly enrolled in JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-2. Distribution of Title II-A enrollees in each initial program assignment by selected characteristics: adults (age >21) newly enrolled in JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-3. Distribution of Title II-A enrollees in each initial program assignment by selected characteristics: youth (age <22) newly enrolled in JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-4. Distribution of Title II-A enrollees in each initial program assignment by selected characteristics: public assistance recipients newly enrolled in JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-5. Distribution of Title II-A enrollees in each initial program assignment by selected characteristics: public assistance non-recipients newly enrolled in JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-6. Distribution of Title II-A terminees in each program activity by selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-7. Distribution of Title II-A terminees in each program activity by selected characteristics: adults (age >21) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-8. Distribution of Title II-A terminees in each program activity by selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-9. Distribution of Title II-A terminees in each program activity by selected characteristics: public assistance recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-10. Distribution of Title II-A terminees in each program activity by selected characteristics: public assistance non-recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-11. Estimated median length of stay (in days) for Title II-A terminees in each program activity by selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-12. Estimated median length of stay (in days) for Title II-A terminees in each program activity by selected characteristics: adults (age >21) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-13. Estimated median length of stay (in days) for Title II-A terminees in each program activity by selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-14. Estimated median length of stay (in days) for Title II-A terminees in each program activity by selected characteristics: public assistance recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-15. Estimated median length of stay (in days) for Title II-A terminees in each program activity by selected characteristics: public assistance non-recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-16. Distribution of Title II-A terminees who entered employment by program activity and selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-17. Distribution of Title II-A terminees who entered employment by program activity and selected characteristics: adults (age >21) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-18. Distribution of Title II-A terminees who entered employment by program activity and selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-19. Distribution of Title II-A terminees who entered employment by program activity and selected characteristics: public assistance recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-20. Distribution of Title II-A terminees who entered employment by program activity and selected characteristics: public assistance non-recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-21. Entered employment rates for Title II-A terminees by program activity and selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-22. Entered employment rates for Title II-A terminees by program activity and selected characteristics: adults (age >21) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-23. Entered employment rates for Title II-A terminees by program activity and selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-24. Entered employment rates for Title II-A terminees by program activity and selected characteristics: public assistance recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-25. Entered employment rates for Title II-A terminees by program activity and selected characteristics: public assistance non-recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-26. Average hourly wage at termination for Title II-A terminees who entered employment, by program activity and selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-27. Average hourly wage at termination for Title II-A terminees who entered employment, by program activity and selected characteristics: adults (age >21) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-28. Average hourly wage at termination for Title II-A terminees who entered employment, by program activity and selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-29. Average hourly wage at termination for Title II-A terminees who entered employment, by program activity and selected characteristics: public assistance recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-30. Average hourly wage at termination for Title II-A terminees who entered employment, by program activity and selected characteristics: public assistance non-recipients terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-31. Distribution of Title II-A youth terminees with positive terminations, by program activity and selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-32. Positive terminations rates for Title II-A youth terminees by program activity and selected characteristics: youth (age <22) terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-33. Distribution of Title III enrollees in each initial program assignment by selected characteristics: participants newly enrolled in JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-34. Distribution of Title III terminees in each program activity by selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-35. Estimated median length of stay (in days) for Title III terminees in each program activity by selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-36. Distribution of Title III terminees who entered employment by program activity and selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-37. Entered employment rates for Title III terminees by program activity and selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

B-38. Average hourly wage at termination for Title III terminees who entered employment, by program activity and selected characteristics: participants terminated from JTPA during PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)

Technical Note

Organization of Section B:

This section of the appendix contains detailed tables (i.e., Tables B-1 through B-38) of cumulative data on PY 1985 (July 1985 - June 1986) participants in JTPA Title II-A and Title III programs. Comparison data are also provided for the preceding program year, PY 1984. Within each title of funding, the tables are organized as follows:

- Characteristics of enrollees
- Characteristics of terminees
- Median length of stay for terminees
- Characteristics of terminees who entered employment
- Entered employment rates for terminees
- Average hourly wages at termination
- Characteristics of youth with positive terminations
- Positive termination rates for youth

For Title II-A only, each table (except the two concerning positive terminations for youth) is repeated for five subgroups of JTPA participants — overall, adults, youth, public assistance recipients and non-recipients. For Title III, due to the nature of these programs, the youth and public assistance subgroups are not meaningful; thus, the Title III tables consist only of overall (i.e., all participant) estimates and the two tables on positive terminations for youth have been eliminated.

Explanatory Notes to Appendix III, Section B, Tables:

- Detailed data may not add to totals due to rounding.
- A hyphen appearing in a cell represents zero or a fraction of a percent that rounds to zero.
- Estimated numbers of new enrollees and terminees are rounded to the nearest hundred.
- Average hourly wages are rounded to the nearest cent.
- Percent distributions and estimated numbers of enrollees or terminees for any particular characteristic may vary slightly among tables due to rounding.
- Some tables may contain data that are not analyzed in the text of this paper. These data are included to provide additional information for the interested reader.
- Caution is advised in that a few of the estimates within these tables are based on small counts and thus must be considered statistically unreliable. This is primarily of concern for work experience (WE) in selected tables based on *subgroups* (e.g., adults, public assistance recipients, etc.) of Title II-A participants.
- Caution is also advised in that JTLS estimates of *Title II-A terminee totals* (i.e., counts of terminees) appear to understate actual JTPA terminations (by approximately 15 percent in comparison to JASR data). For *Title III*, the JTLS *counts for both enrollees and terminees* appear to understate actual enrollment and termination levels (in comparison to JASR data). However, the JTLS distributions of participant characteristics and estimates of program outcomes are considered to be accurate and may be quoted with confidence.

All data in Section B were published by the U.S. Department of Labor, Employment and Training Administration, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation in its *Summary of JTLS Data for JTPA Title II-A and III Enrollments and Terminations During Program Year 1985 (July 1985 - June 1986)*, published in November 1986. Note also that the table numbers (B-1, etc.) printed here correspond to those in the DOL report.

Table B-1. Distribution of *Title IIA enrollees* in each initial program assignment by selected characteristics: participants newly enrolled in JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Initial Program Assignment and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Enrollees	752,900	708,000	282,400	270,000	168,000	158,700	164,400	149,700	56,500	57,100	81,600	72,500
Sex												
Male	47	48	39	38	56	59	53	53	49	50	47	48
Female	53	52	61	62	44	41	47	47	51	50	53	52
Minority Status												
White (excluding Hispanic)	55	55	49	50	65	67	52	51	53	56	57	57
Black (excluding Hispanic)	32	31	36	35	22	20	34	35	33	30	33	33
Hispanic	10	10	11	11	10	10	11	11	9	8	7	6
Other	3	4	3	4	3	3	4	3	5	6	2	4
Age at Enrollment												
Younger than 19	22	20	19	16	9	9	16	15	54	57	45	38
19-21	20	20	22	21	21	21	19	19	19	20	17	19
22-29	28	29	29	32	36	37	29	29	14	12	18	19
30-44	23	23	25	25	27	26	26	25	9	9	12	17
45-54	4	4	4	4	5	4	5	6	3	2	4	4
55 and older	3	3	2	2	3	2	4	5	1	1	4	3
Economically Disadvantaged	92	93	92	94	91	93	91	92	94	94	91	95
Unemployment Compensation Claimant at Application	7	9	7	9	9	10	8	12	3	2	6	7
Participant Did Not Work During the 26 Weeks Prior to Application	52	54	57	57	41	42	53	55	61	67	53	58
Handicapped	10	9	10	8	7	7	9	9	17	15	17	13
Veteran at Application	9	9	7	7	13	14	12	11	3	3	7	8
Receiving Public Assistance at Application												
AFDC	21	21	28	28	12	14	18	18	22	23	20	21
Cash public assistance (AFDC, General, Refugee, SSI)	28	28	35	35	17	18	26	25	30	29	26	27
Food stamps	31	31	36	35	25	27	30	27	33	35	28	31
Any public assistance (cash and/or noncash)	40	42	47	48	31	33	38	38	46	47	39	42
Adult welfare[1]	16	17	21	23	12	13	17	16	8	7	9	10
Other adult assistance	10	10	9	10	12	12	10	10	6	6	6	9
Youth (age <22)	15	15	16	15	6	8	11	11	33	34	24	23
Education Status												
School dropout	27	27	29	29	25	26	28	26	19	21	26	23
Student (HS or less)	14	13	10	8	4	3	9	10	50	51	36	32
High school graduate or equivalent (no post HS)	42	43	44	46	51	50	43	44	21	20	29	33
Post high school	17	17	17	17	21	20	19	21	10	8	9	12

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-2. Distribution of *Title II-A enrollees* in each initial program assignment by selected characteristics: *adults (age>21)* newly enrolled in JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Initial Program Assignment and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Enrollees	438,700	422,400	167,800	169,400	118,300	110,600	106,200	97,900	15,300	13,500	31,100	30,900
Sex												
Male	47	46	35	35	57	58	54	53	44	48	50	48
Female	53	54	65	65	43	42	46	47	56	52	50	52
Minority Status												
White (excluding Hispanic)	57	58	52	53	65	68	54	54	57	59	68	65
Black (excluding Hispanic)	29	29	33	33	23	20	32	32	31	27	25	26
Hispanic	10	10	11	10	10	9	11	11	5	8	6	6
Other	3	3	4	4	3	3	4	3	7	6	1	3
Age at Enrollment												
Younger than 19	—	—	—	—	—	—	—	—	—	—	—	—
19-21	—	—	—	—	—	—	—	—	—	—	—	—
22-29	48	49	48	51	51	53	45	45	53	52	47	45
30-44	39	39	41	40	38	38	40	39	32	36	32	40
45-54	7	7	7	6	6	6	8	9	10	8	10	9
55 and older	5	5	3	3	4	3	6	8	4	3	10	6
Economically Disadvantaged	90	93	91	93	90	93	90	91	97	94	91	96
Unemployment Compensation Claimant at Application	11	14	10	13	11	13	11	16	6	7	15	14
Participant Did Not Work During the 26 Weeks Prior to Application	50	52	56	56	42	43	53	54	52	62	46	49
Handicapped	9	8	9	8	7	7	9	9	12	12	13	10
Veteran at Application	15	14	11	11	17	18	18	16	11	10	17	16
Receiving Public Assistance at Application												
AFDC	22	22	30	30	14	16	19	18	20	20	18	19
Cash public assistance (AFDC, General, Refugee, SSI)	29	30	38	38	19	20	28	27	32	29	24	27
Food stamps	35	35	41	40	29	31	34	31	36	43	32	37
Any public assistance (cash and/or noncash)	44	45	51	51	35	37	41	41	50	54	40	45
Adult welfare[1]	27	28	36	36	17	19	26	25	29	28	23	23
Other adult assistance	16	17	16	15	18	18	16	16	21	27	17	22
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	26	26	26	25	25	26	27	24	30	36	31	27
Student (HS or less)	1	1	1	1	1	1	1	1	—	1	2	1
High school graduate or equivalent (no post HS)	49	50	50	52	51	50	47	47	42	43	47	51
Post high school	23	24	23	22	23	24	25	27	28	20	20	22

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-3. Distribution of *Title II-A enrollees* in each initial program assignment by selected characteristics: *youth (age<22)* newly enrolled in JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Initial Program Assignment and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Enrollees	314,200	285,600	114,500	100,500	49,700	48,100	58,200	51,800	41,200	43,700	50,600	41,600
Sex												
Male	48	50	44	44	56	60	50	55	51	50	45	48
Female	52	50	56	56	44	40	50	45	49	50	55	52
Minority Status												
White (excluding Hispanic)	51	51	45	45	66	65	48	46	52	56	51	51
Black (excluding Hispanic)	36	35	41	39	19	21	38	42	34	30	38	38
Hispanic	10	10	11	13	12	10	10	11	10	9	8	7
Other	3	4	3	4	3	4	4	2	4	6	3	4
Age at Enrollment												
Younger than 19	52	49	47	42	30	31	45	44	75	74	73	67
19-21	48	51	53	58	70	69	55	56	25	26	27	33
22-29	—	—	—	—	—	—	—	—	—	—	—	—
30-44	—	—	—	—	—	—	—	—	—	—	—	—
45-54	—	—	—	—	—	—	—	—	—	—	—	—
55 and older	—	—	—	—	—	—	—	—	—	—	—	—
Economically Disadvantaged	93	94	93	94	94	95	95	94	93	94	92	94
Unemployment Compensation Claimant at Application	2	3	2	3	3	4	3	4	1	1	1	2
Participant Did Not Work During the 26 Weeks Prior to Application	55	58	59	59	38	39	54	56	64	69	57	66
Handicapped	12	11	11	10	6	6	9	9	19	16	19	16
Veteran at Application	1	2	1	1	4	5	2	2	—	—	1	1
Receiving Public Assistance at Application												
AFDC	20	20	24	24	8	10	17	17	23	24	21	22
Cash public assistance (AFDC, General, Refugee, SSI)	25	26	30	30	12	14	22	23	29	29	28	27
Food stamps	25	25	28	27	15	18	23	20	32	33	26	27
Any public assistance (cash and/or noncash)	36	37	40	41	21	25	32	33	45	45	38	40
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	36	37	40	41	21	25	32	33	45	45	38	40
Education Status												
School dropout	28	28	34	36	26	28	30	29	15	16	22	21
Student (HS or less)	33	31	24	19	10	10	25	25	68	66	57	55
High school graduate or equivalent (no post HS)	32	33	35	36	49	50	36	37	14	13	18	20
Post high school	8	8	8	9	14	12	9	8	3	4	3	4

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-4. Distribution of *Title II-A enrollees* in each initial program assignment by selected characteristics: *public assistance recipients* newly enrolled in JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Initial Program Assignment and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Enrollees	304,100	296,000	132,100	128,800	51,700	53,000	62,800	56,700	26,100	26,900	31,500	30,500
Sex												
Male	35	37	28	29	42	49	40	41	43	43	39	38
Female	65	63	72	71	58	51	60	59	57	57	61	62
Minority Status												
White (excluding Hispanic)	49	51	44	46	63	63	50	52	48	50	49	50
Black (excluding Hispanic)	38	36	42	40	25	24	37	36	39	35	43	41
Hispanic	9	10	10	11	8	8	9	9	9	9	6	6
Other	4	3	4	3	4	4	3	2	5	6	2	4
Age at Enrollment												
Younger than 19	20	19	16	13	5	7	16	14	54	57	46	37
19-21	17	18	19	19	15	16	14	16	17	16	15	17
22-29	30	31	31	35	39	39	33	30	14	13	19	18
30-44	27	27	29	28	34	33	30	30	11	12	15	22
45-54	4	4	4	3	4	4	5	6	2	2	3	4
55 and older	1	2	1	1	2	1	2	4	1	1	2	2
Economically Disadvantaged	95	97	95	97	93	97	96	97	97	99	96	98
Unemployment Compensation Claimant at Application	5	6	4	6	6	9	5	8	2	1	6	5
Participant Did Not Work During the 26 Weeks Prior to Application	63	65	67	69	54	54	60	63	67	75	63	64
Handicapped	7	7	7	5	6	7	7	9	9	7	8	9
Veteran at Application	6	7	5	6	9	12	8	9	3	2	6	7
Receiving Public Assistance at Application												
AFDC	52	51	59	58	39	42	47	47	49	48	52	49
Cash public assistance (AFDC, General, Refugee, SSI)	68	67	74	73	56	55	68	67	65	62	69	65
Food stamps	76	75	76	74	80	81	79	71	72	75	73	74
Any public assistance (cash and/or noncash)	100	100	100	100	100	100	100	100	100	100	100	100
Adult welfare[1]	39	40	46	47	40	40	43	43	17	14	23	23
Other adult assistance	24	24	20	20	40	37	27	27	12	13	16	22
Youth (age <22)	37	36	35	32	20	23	30	30	71	73	61	54
Education Status												
School dropout	30	31	33	34	30	33	30	28	20	24	27	23
Student (HS or less)	15	14	9	6	4	3	9	10	49	52	39	33
High school graduate or equivalent (no post HS)	41	41	44	45	48	45	43	44	21	19	25	34
Post high school	15	14	15	15	18	18	18	17	10	5	9	10

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-5. Distribution of *Title II-A enrollees* in each initial program assignment by selected characteristics: *public assistance non-recipients* newly enrolled in JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Initial Program Assignment and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Enrollees	448,800	412,000	150,300	141,200	116,400	105,700	101,600	93,000	30,400	30,200	50,200	42,000
Sex												
Male	56	56	48	47	63	64	60	61	55	55	51	55
Female	44	44	52	53	37	36	40	39	45	45	49	45
Minority Status												
White (excluding Hispanic)	58	58	54	54	66	68	53	50	58	62	63	62
Black (excluding Hispanic)	28	28	31	31	20	19	32	35	29	25	27	28
Hispanic	11	10	11	11	11	10	12	12	9	8	8	7
Other	3	4	3	4	3	3	4	3	5	5	2	3
Age at Enrollment												
Younger than 19	22	21	22	18	11	11	16	16	55	57	45	39
19-21	23	23	24	24	23	23	22	21	20	22	18	21
22-29	27	28	26	29	35	36	27	29	15	12	17	20
30-44	20	20	20	22	24	23	24	22	6	6	10	13
45-54	5	4	5	4	5	4	5	5	3	2	5	3
55 and older	4	3	3	3	3	3	5	6	1	1	5	3
Economically Disadvantaged	89	91	89	90	91	92	88	89	91	90	88	93
Unemployment Compensation Claimant at Application	9	11	10	12	10	11	10	14	4	3	6	8
Participant Did Not Work During the 26 Weeks Prior to Application	45	46	49	46	35	35	49	50	55	60	46	54
Handicapped	12	11	13	11	7	7	10	9	25	23	22	16
Veteran at Application	11	11	9	9	15	15	14	13	3	3	7	8
Receiving Public Assistance at Application												
AFDC	—	—	—	—	—	—	—	—	—	—	—	—
Cash public assistance (AFDC, General, Refugee, SSI)	—	—	—	—	—	—	—	—	—	—	—	—
Food stamps	—	—	—	—	—	—	—	—	—	—	—	—
Any public assistance (cash and/or noncash)	—	—	—	—	—	—	—	—	—	—	—	—
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	25	24	26	25	23	23	27	25	19	18	24	23
Student (HS or less)	14	13	11	9	3	3	9	9	50	50	34	31
High school graduate or equivalent (no post HS)	43	44	44	47	52	53	43	44	21	22	32	33
Post high school	18	19	19	19	22	21	20	23	10	10	10	13

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-6. Distribution of *Title II-A terminees* in each program activity by selected characteristics: participants terminated from JTPA during *PY 1985 (July 1985 - June 1986)* and *PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	657,400	579,300	223,500	203,600	155,000	135,600	125,500	121,900	54,400	49,400	99,000	68,700
Sex												
Male	48	49	39	39	56	60	53	53	47	51	49	52
Female	52	51	61	61	44	40	47	47	53	49	51	48
Minority Status												
White (excluding Hispanic)	54	55	48	48	65	67	49	49	53	53	59	64
Black (excluding Hispanic)	32	31	36	36	21	19	35	36	35	33	32	25
Hispanic	11	11	12	11	11	11	13	12	6	9	7	8
Other	4	4	4	4	3	3	3	3	5	5	3	4
Age at Enrollment												
Younger than 19	22	20	17	15	10	9	14	15	62	59	40	34
19-21	21	21	22	22	21	22	17	19	19	17	21	22
22-29	27	29	29	32	35	37	29	30	9	12	17	20
30-44	23	23	25	25	28	26	27	26	7	9	15	18
45-54	4	4	5	4	4	4	7	5	2	2	3	4
55 and older	3	3	3	2	2	2	5	5		1	5	3
Economically Disadvantaged	93	94	92	94	92	95	92	92	95	95	93	95
Unemployment Compensation Claimant at Application	8	8	7	8	10	10	9	11	2	2	6	7
Participant Did Not Work During the 26 Weeks Prior to Application	53	55	57	60	41	43	52	55	63	69	57	58
Handicapped	10	9	9	8	6	6	8	8	14	15	15	14
Veteran at Application	9	10	7	7	12	14	11	13	3	3	7	9
Receiving Public Assistance at Application												
AFDC	20	21	27	30	12	13	18	17	23	20	18	22
Cash public assistance (AFDC, General, Refugee, SSI)	28	29	35	38	17	18	28	25	27	29	25	28
Food stamps	31	31	36	35	26	28	30	26	33	34	30	32
Any public assistance (cash and/or noncash)	41	42	47	49	33	34	39	37	42	44	39	43
Adult welfare[1]	16	18	22	25	12	13	18	16	5	8	10	12
Other adult assistance	10	10	9	8	13	14	10	9	4	6	8	8
Youth (age <22)	15	15	16	15	8	7	11	11	33	30	21	22
Education Status												
School dropout	27	27	30	30	26	25	29	26	14	18	25	29
Student (HS or less)	15	12	9	6	3	3	7	9	57	52	31	24
High school graduate or equivalent (no post HS)	41	43	43	47	51	51	43	42	20	21	33	34
Post high school	17	18	18	17	20	20	21	22	9	8	11	14
Reason for Termination												
Entered employment	62	64	54	56	76	78	75	73	42	41	52	62
Returned to school	1	2	1	2	1	—	1	1	3	7	2	2
Other positive terminations	5	4	4	3	1	1	2	2	18	12	11	8
Non-positive terminations	32	30	40	39	22	21	22	24	38	41	36	28

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-7. Distribution of *Title II-A terminees* in each program activity by selected characteristics: *adults (age >21)* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	378,300	344,500	136,000	128,500	106,700	93,400	86,300	80,100	10,400	12,100	38,900	30,300
Sex												
Male	47	48	37	36	55	59	53	53	45	56	46	51
Female	53	52	63	64	45	41	47	47	55	44	54	49
Minority Status												
White (excluding Hispanic)	57	58	52	52	63	68	52	51	55	55	68	68
Black (excluding Hispanic)	28	29	34	35	21	18	31	34	28	32	25	21
Hispanic	10	10	10	9	12	11	13	13	5	5	5	7
Other	4	3	4	4	4	2	4	3	13	7	2	4
Age at Enrollment												
Younger than 19	—	—	—	—	—	—	—	—	—	—	—	—
19-21	—	—	—	—	—	—	—	—	—	—	—	—
22-29	47	49	47	50	51	53	43	45	48	50	43	45
30-44	40	39	41	40	40	37	40	39	38	38	38	40
45-54	8	7	7	6	6	6	10	8	11	7	8	9
55 and older	5	5	4	3	4	3	7	7	2	5	12	6
Economically Disadvantaged	91	94	91	94	92	94	91	91	96	95	92	95
Unemployment Compensation Claimant at Application	12	13	11	12	13	13	12	15	7	4	13	14
Participant Did Not Work During the 26 Weeks Prior to Application	49	54	54	60	42	43	51	56	53	68	43	51
Handicapped	9	8	9	9	7	6	10	8	11	10	9	11
Veteran at Application	14	15	11	11	17	18	15	18	13	8	15	19
Receiving Public Assistance at Application												
AFDC	21	22	29	33	13	14	18	17	20	18	19	23
Cash public assistance (AFDC, General, Refugee, SSI)	29	31	38	41	19	20	29	27	28	36	26	29
Food stamps	35	36	40	41	30	33	33	29	37	45	40	38
Any public assistance (cash and/or noncash)	44	46	51	53	36	39	41	39	46	57	46	47
Adult welfare[1]	27	29	36	40	17	19	27	25	27	33	25	28
Other adult assistance	17	16	15	13	19	21	14	14	19	24	21	19
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	27	26	26	25	26	26	29	26	22	33	25	27
Student (HS or less)	1	1	1	1	—	—	1	1	5	1	1	1
High school graduate or equivalent (no post HS)	49	49	50	52	50	50	44	45	48	46	54	49
Post high school	24	24	23	22	23	23	27	29	25	20	20	23
Reason for Termination												
Entered employment	70	69	59	57	79	80	77	75	63	61	70	73
Returned to school	—	1	1	1	—	—	—	—	—	—	—	1
Other positive terminations	1	1	2	2	—	—	1	1	2	2	1	—
Non-positive terminations	29	29	39	40	20	20	22	23	35	37	29	26

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-8. Distribution of *Title II-A terminees* in each program activity by selected characteristics: *youth (age <22)* terminated from JTPA during *PY 1985 (July 1985 - June 1986)* and *PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	FY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	279,100	234,800	87,600	75,100	48,300	42,100	39,200	41,900	44,000	37,300	60,100	38,400
Sex												
Male	49	51	42	44	56	62	54	53	47	49	51	53
Female	51	49	58	56	44	38	46	47	53	51	49	47
Minority Status												
White (excluding Hispanic)	50	51	42	42	67	65	43	46	53	52	52	60
Black (excluding Hispanic)	36	33	41	40	21	20	43	41	37	33	36	28
Hispanic	11	12	14	14	9	12	12	10	7	10	8	9
Other	3	4	3	4	3	3	3	3	3	4	3	3
Age at Enrollment												
Younger than 19	52	48	43	40	32	29	45	44	77	78	66	60
19-21	48	52	57	60	68	71	55	56	23	22	34	40
22-29	—	—	—	—	—	—	—	—	—	—	—	—
30-44	—	—	—	—	—	—	—	—	—	—	—	—
45-54	—	—	—	—	—	—	—	—	—	—	—	—
55 and older	—	—	—	—	—	—	—	—	—	—	—	—
Economically Disadvantaged	94	95	95	95	93	96	94	95	95	95	94	94
Unemployment Compensation Claimant at Application	2	2	2	2	5	3	2	3	1	1	1	1
Participant Did Not Work During the 26 Weeks Prior to Application	58	57	61	59	39	42	54	55	66	69	66	64
Handicapped	11	9	10	6	5	5	6	7	15	16	19	16
Veteran at Application	1	2	1	2	3	4	1	3	—	1	1	1
Receiving Public Assistance at Application												
AFDC	19	20	24	25	10	10	18	18	23	21	18	21
Cash public assistance (AFDC, General, Refugee, SSI)	25	25	31	31	15	15	26	23	27	26	24	27
Food stamps	26	24	29	26	17	17	24	21	32	30	24	27
Any public assistance (cash and/or noncash)	36	36	42	41	24	24	35	33	41	40	35	40
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	36	36	42	41	24	24	35	33	41	40	35	40
Education Status												
School dropout	27	28	36	37	26	25	27	27	12	13	24	31
Student (HS or less)	34	29	22	16	10	9	23	25	70	69	50	42
High school graduate or equivalent (no post HS)	31	35	32	39	51	53	41	38	14	14	20	22
Post high school	8	8	10	7	13	14	9	10	5	4	5	6
Reason for Termination												
Entered employment	51	57	48	53	70	74	71	69	37	35	40	53
Returned to school	2	3	2	3	2	1	1	2	3	9	3	3
Other positive terminations	10	8	7	6	2	2	4	4	21	15	17	15
Non-positive terminations	36	32	43	38	27	23	23	26	39	42	40	30

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-9. Distribution of *Title II-A terminees* in each program activity by selected characteristics: *public assistance recipients* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	266,900	242,100	105,800	99,000	50,400	46,800	49,200	45,200	22,700	21,700	38,800	29,500
Sex												
Male	37	40	29	29	44	51	43	45	40	50	41	42
Female	63	60	71	71	56	49	57	55	60	50	59	58
Minority Status												
White (excluding Hispanic)	50	52	46	45	62	68	50	52	42	45	52	57
Black (excluding Hispanic)	37	35	40	41	24	20	38	37	45	40	40	31
Hispanic	9	9	10	10	11	9	10	10	7	11	6	7
Other	3	4	3	4	3	3	3	2	7	4	3	5
Age at Enrollment												
Younger than 19	20	18	15	13	7	7	13	15	65	57	34	30
19-21	18	17	20	19	16	15	16	16	14	11	19	22
22-29	28	32	30	36	37	41	31	31	9	17	21	19
30-44	27	27	29	28	34	32	30	30	10	13	20	24
45-54	4	4	4	3	5	4	7	5	2	1	3	3
55 and older	2	2	2	2	2	1	4	3	1	1	2	2
Economically Disadvantaged	95	98	95	98	94	98	95	96	98	99	96	98
Unemployment Compensation Claimant at Application	5	6	4	5	6	9	5	8	—	2	6	5
Participant Did Not Work During the 26 Weeks Prior to Application	63	66	67	72	53	55	58	64	69	70	66	65
Handicapped	7	7	6	6	6	6	7	9	6	6	9	10
Veteran at Application	7	8	5	6	10	13	9	11	3	4	6	9
Receiving Public Assistance at Application												
AFDC	50	51	58	61	38	37	46	47	54	46	47	52
Cash public assistance (AFDC, General, Refugee, SSI)	68	69	75	77	54	53	72	68	65	65	64	66
Food stamps	77	75	75	73	80	82	77	71	80	77	76	74
Any public assistance (cash and/or noncash)	100	100	100	100	100	100	100	100	100	100	100	100
Adult welfare[1]	39	42	46	52	37	37	47	44	12	18	25	29
Other adult assistance	24	23	19	17	40	41	25	25	9	13	22	19
Youth (age <22)	38	35	35	31	23	22	28	31	79	68	54	52
Education Status												
School dropout	31	30	34	34	30	29	32	29	16	21	27	29
Student (HS or less)	14	13	8	6	3	3	7	11	61	53	28	23
High school graduate or equivalent (no post HS)	41	42	42	45	51	51	42	41	16	19	35	36
Post high school	15	15	16	14	15	16	19	20	7	7	10	11
Reason for Termination												
Entered employment	57	57	49	49	74	76	68	67	37	40	50	55
Returned to school	1	2	1	2	—	—	1	1	3	4	2	3
Other positive terminations	5	4	4	3	—	1	1	2	17	9	9	10
Non-positive terminations	37	37	46	46	26	23	29	30	43	47	38	33

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-10. Distribution of *Title II-A terminees* in each program activity by selected characteristics: *public assistance non-recipients* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985.*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY85	PY84	PY85	PY84	PY85	PY84	PY85	PY84	PY85	PY84	PY85	PY84
Total Terminees	390,500	337,200	117,700	104,600	104,600	88,800	76,300	76,800	31,700	27,700	60,200	39,200
Sex												
Male	55	56	48	48	61	64	59	58	52	51	54	60
Female	45	44	52	52	39	36	41	42	48	49	46	40
Minority Status												
White (excluding Hispanic)	57	57	50	51	66	67	49	48	62	59	63	69
Black (excluding Hispanic)	28	28	33	32	20	18	33	36	28	28	27	20
Hispanic	11	12	13	12	11	12	15	13	6	8	8	8
Other	4	3	4	4	3	2	4	3	4	5	3	3
Age at Enrollment												
Younger than 19	23	21	19	17	11	10	15	15	60	60	44	37
19-21	22	24	24	25	24	26	18	21	22	21	22	22
22-29	26	27	27	27	34	34	29	29	10	9	14	20
30-44	20	21	21	24	25	23	26	24	5	7	11	13
45-54	5	5	5	5	4	4	7	5	2	2	3	5
55 and older	4	3	3	3	3	3	5	6	—	1	6	3
Economically Disadvantaged	91	92	90	91	91	93	90	90	93	92	92	92
Unemployment Compensation Claimant at Application	10	10	10	11	12	10	12	13	3	1	6	8
Participant Did Not Work During the 26 Weeks Prior to Application	46	48	47	48	35	36	49	50	59	68	52	53
Handicapped	12	10	12	10	6	6	10	7	20	21	19	17
Veteran at Application	10	11	10	9	13	14	12	14	2	2	7	9
Receiving Public Assistance at Application												
AFDC	—	—	—	—	—	—	—	—	—	—	—	—
Cash public assistance (AFDC, General, Refugee, SSI)	—	—	—	—	—	—	—	—	—	—	—	—
Food stamps	—	—	—	—	—	—	—	—	—	—	—	—
Any public assistance (cash and/or noncash)	—	—	—	—	—	—	—	—	—	—	—	—
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	24	24	27	26	23	23	26	25	12	16	23	29
Student (HS or less)	15	12	10	7	4	3	8	8	55	52	33	24
High school graduate or equivalent (no post HS)	42	44	43	49	50	51	44	44	23	23	33	32
Post high school	19	20	20	19	23	23	22	24	10	9	11	16
Reason for Termination												
Entered employment	66	69	59	62	77	79	79	77	45	42	52	67
Returned to school	1	2	1	2	1	1	—	1	2	8	2	2
Other positive terminations	5	4	4	4	1	1	2	2	18	13	12	7
Non-positive terminations	28	26	36	33	21	20	18	21	35	36	34	24

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-11. *Estimated median length of stay (in days) for Title II-A terminees* in each program activity by selected characteristics: participants terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	657,400	579,300	223,500	203,600	155,000	135,600	125,500	121,900	54,400	49,400	99,000	68,700
Median Length of Stay (in days)	98.8	96.8	126.0	123.9	99.5	103.3	25.8	29.8	135.8	121.5	101.5	85.6
Sex												
Male	89.3	90.5	114.7	121.0	102.7	102.1	21.2	27.1	125.0	118.6	93.8	83.8
Female	106.7	103.0	134.4	125.6	95.0	105.0	33.9	35.6	151.2	125.4	107.7	88.1
Minority Status												
White (excluding Hispanic)	103.4	103.1	133.1	130.6	107.2	112.0	28.8	30.9	118.1	128.7	101.3	83.1
Black (excluding Hispanic)	97.0	91.0	119.6	119.6	90.0	84.8	26.0	31.4	161.1	116.5	106.1	93.5
Hispanic	83.3	82.8	121.2	112.5	80.1	81.7	17.6	23.3	166.4	113.3	87.9	73.9
Other	88.5	98.3	118.0	121.6	95.6	84.8	21.3	36.8	141.9	120.1	73.9	101.3
Age at Enrollment												
Younger than 19	112.1	100.2	116.3	112.6	99.2	84.0	39.6	46.2	160.5	138.0	117.0	94.9
19-21	95.5	93.3	118.5	117.2	102.8	94.7	24.0	26.9	99.8	108.4	86.8	93.1
22-29	94.8	96.7	130.6	132.5	99.6	105.4	20.4	24.7	104.2	114.2	99.0	75.1
30-44	95.2	99.9	139.4	130.1	97.2	110.8	23.5	31.6	109.8	109.4	78.0	74.2
45-54	93.5	90.5	121.1	115.5	107.6	114.1	24.4	42.6	138.5	170.3	82.9	92.6
55 and older	101.2	84.7	119.0	110.5	80.4	110.2	73.2	44.3	142.7	120.0	104.7	65.5
Economically Disadvantaged	98.7	97.4	125.2	123.9	97.9	102.6	27.0	30.0	136.1	122.4	101.5	86.4
Unemployment Compensation Claimant at Application	94.8	94.3	120.4	129.7	110.8	117.3	32.1	30.7	106.1	131.4	85.9	38.4
Participant Did Not Work During the 26 Weeks Prior to Application	103.9	99.8	129.9	126.7	98.1	101.4	27.7	33.0	151.8	128.1	108.2	88.6
Handicapped	105.4	94.0	112.5	113.6	117.6	86.1	46.8	34.4	132.0	132.6	108.1	95.0
Veteran at Application	90.2	88.8	127.5	140.9	104.9	114.9	26.0	25.8	149.2	95.7	88.1	63.3
Receiving Public Assistance at Application												
AFDC	115.2	112.2	142.1	132.5	97.7	105.8	46.4	57.3	160.4	131.7	108.2	98.9
Cash public assistance (AFDC, General, Refugee, SSI)	109.1	107.8	136.3	129.1	95.9	99.8	37.3	51.8	159.4	121.2	104.7	98.5
Food stamps	110.5	104.9	139.1	128.9	104.9	107.1	36.5	40.8	159.1	129.3	103.0	83.0
Any public assistance (cash and/or noncash)	108.0	105.1	135.3	127.5	101.8	105.0	35.9	44.3	156.5	134.1	102.7	90.6
Adult welfare[1]	109.7	112.6	153.9	135.7	96.7	104.9	27.9	54.8	106.5	113.8	99.2	110.6
Other adult assistance	100.5	95.1	123.7	127.9	106.0	111.3	28.6	26.0	162.2	153.6	89.6	61.2
Youth (age <22)	111.2	102.4	120.1	114.6	102.1	91.8	53.5	49.6	159.9	138.1	109.0	89.9
Education Status												
School dropout	92.0	89.2	113.2	112.1	93.8	95.9	22.8	23.6	116.3	126.8	97.8	73.9
Student (HS or less)	127.2	108.3	132.8	107.9	104.0	98.3	60.5	56.0	170.9	141.6	116.5	99.5
High school graduate or equivalent (no post HS)	96.4	97.5	130.9	130.8	99.2	104.7	25.1	28.6	100.6	98.9	93.3	83.0
Post high school	98.1	99.2	142.1	137.6	109.3	109.0	22.3	35.7	83.6	111.6	99.9	86.4
Reason for Termination												
Entered employment	80.1	81.5	112.9	114.3	96.1	101.4	14.7	17.5	95.0	108.5	77.2	67.7
Returned to school	106.0	117.5	168.7	144.0	70.1	98.9	41.2	86.1	101.3	113.1	108.3	136.3
Other positive terminations	142.4	114.4	126.1	135.8	124.6	139.5	28.7	49.6	199.8	140.2	153.2	92.1
Non-positive terminations	127.0	120.6	144.5	135.9	109.8	110.1	104.6	98.1	166.1	141.9	115.8	109.9

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-12. ***Estimated median length of stay (in days) for Title II-A terminees*** **in each program activity by selected characteristics:** ***adults (age greater than 21)*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	378,300	344,500	136,000	128,500	106,700	93,400	86,300	80,100	10,400	12,100	38,900	30,300
Median Length of Stay (in days)	95.5	97.1	132.0	129.9	98.4	107.8	24.1	28.6	112.1	113.9	94.9	75.0
Sex												
Male	85.1	89.7	118.5	129.9	101.3	107.7	20.2	25.7	105.5	113.6	86.6	71.1
Female	104.4	103.6	141.3	129.9	94.2	108.0	29.7	34.0	117.1	114.2	99.9	81.1
Minority Status												
White (excluding Hispanic)	101.2	105.4	137.2	134.3	106.7	115.2	28.0	29.9	104.1	129.3	93.8	77.3
Black (excluding Hispanic)	92.2	85.7	123.5	125.3	90.0	88.2	20.7	28.3	156.9	104.6	100.2	76.7
Hispanic	78.6	77.4	126.0	123.1	80.6	83.6	18.4	24.6	128.1	55.8	76.0	33.2
Other	87.8	101.4	140.0	124.7	86.0	90.1	16.8	29.8	104.0	69.4	79.2	105.1
Age at Enrollment												
Younger than 19	—	—	—	—	—	—	—	—	—	—	—	—
19-21	—	—	—	—	—	—	—	—	—	—	—	—
22-29	94.8	96.7	130.6	132.5	99.6	105.4	20.4	24.7	104.2	114.2	99.0	75.1
30-44	95.2	99.9	139.4	130.1	97.2	110.8	23.5	31.6	109.8	109.4	78.0	74.2
45-54	93.5	90.5	121.1	115.5	107.6	114.1	24.4	42.6	138.5	170.3	82.9	92.6
55 and older	101.2	84.7	119.0	110.5	80.4	110.2	73.2	44.3	142.7	120.0	104.7	65.5
Economically Disadvantaged	95.0	97.4	130.3	129.7	96.8	107.0	24.9	29.0	110.1	115.7	92.4	74.3
Unemployment Compensation Claimant at Application	95.6	93.8	121.1	125.5	111.4	119.8	35.0	29.4	97.3	134.5	89.3	36.9
Participant Did Not Work During the 26 Weeks Prior to Application	99.2	101.9	138.0	134.5	97.2	107.3	24.9	31.2	107.0	118.9	98.5	86.2
Handicapped	96.1	88.7	112.4	120.7	117.4	85.3	42.2	36.5	102.4	88.3	85.5	73.7
Veteran at Application	90.2	88.2	128.7	141.0	106.3	115.1	26.9	26.1	141.7	97.1	82.5	57.8
Receiving Public Assistance at Application												
AFDC	116.8	115.9	157.7	137.1	94.4	108.7	36.5	56.4	117.2	117.9	102.6	113.7
Cash public assistance (AFDC, General, Refugee, SSI)	108.4	111.2	149.6	134.5	96.0	104.1	28.7	51.6	112.9	114.3	99.6	113.6
Food stamps	107.5	106.0	150.4	135.9	103.2	108.0	28.1	38.2	153.8	119.3	98.2	81.0
Any public assistance (cash and/or noncash)	105.9	106.6	144.9	134.4	101.7	108.5	28.1	41.9	145.0	126.1	95.4	91.4
Adult welfare[1]	109.7	112.6	153.9	135.7	96.7	104.9	27.9	54.8	106.5	113.8	99.2	110.6
Other adult assistance	100.5	95.1	123.7	127.9	106.0	111.3	28.6	26.0	162.2	153.6	89.6	61.2
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	91.4	91.9	122.1	115.8	93.2	104.8	24.3	23.5	140.2	156.5	93.4	69.5
Student (HS or less)	97.7	53.0	142.2	69.1	78.6	93.8	25.0	14.1	155.9	318.0	78.6	80.5
High school graduate or equivalent (no post HS)	96.3	99.7	131.6	134.7	96.4	108.6	24.0	29.4	111.4	87.4	93.4	76.4
Post high school	99.1	98.6	148.1	137.3	111.2	109.3	23.8	34.8	89.5	117.0	101.2	79.8
Reason for Termination												
Entered employment	78.8	80.3	116.5	119.4	96.2	104.9	13.8	17.0	90.8	100.0	67.1	46.6
Returned to school	86.7	153.6	212.7	193.8	52.8	61.7	7.5	86.1	—	227.0	—	120.8
Other positive terminations	142.6	101.4	176.7	137.8	85.1	77.8	10.8	22.5	116.3	85.5	224.2	118.4
Non-positive terminations	129.9	128.6	156.3	144.0	107.4	121.9	109.7	101.1	158.3	147.5	121.1	129.8

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-13. ***Estimated median length of stay (in days) for Title II-A terminees*** **in each program activity by selected characteristics:** ***youth (age less than 22)*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	279,100	234,800	87,600	75,100	48,300	42,100	39,200	41,900	44,000	37,300	60,100	38,400
Median Length of Stay (in days)	103.4	96.5	117.7	115.4	101.8	90.5	30.2	33.6	142.9	125.9	107.1	94.3
Sex												
Male	95.5	91.6	108.6	111.6	105.4	90.2	23.8	29.9	129.8	120.9	98.4	94.7
Female	110.0	101.9	123.4	118.3	96.5	91.6	41.6	38.2	156.7	130.9	116.1	93.6
Minority Status												
White (excluding Hispanic)	106.8	98.6	123.5	123.5	108.1	101.4	32.2	33.9	122.3	128.3	108.7	87.4
Black (excluding Hispanic)	102.5	97.1	115.5	114.1	90.0	79.1	35.3	38.7	162.2	121.3	110.2	107.2
Hispanic	89.7	88.6	116.2	103.7	78.9	79.0	15.5	20.1	188.6	122.0	90.7	93.8
Other	89.5	94.7	86.7	117.1	113.8	76.9	34.5	39.3	195.1	159.7	70.5	93.6
Age at Enrollment												
Younger than 19	112.1	100.2	116.3	112.6	99.2	84.0	39.6	46.2	160.5	138.0	117.0	94.9
19-21	95.5	93.3	118.5	117.2	102.8	94.7	24.0	26.9	99.8	108.4	86.8	93.1
22-29	—	—	—	—	—	—	—	—	—	—	—	—
30-44	—	—	—	—	—	—	—	—	—	—	—	—
45-54	—	—	—	—	—	—	—	—	—	—	—	—
55 and older	—	—	—	—	—	—	—	—	—	—	—	—
Economically Disadvantaged	103.8	97.4	118.2	115.9	100.0	90.7	32.9	33.1	144.6	126.2	108.7	97.0
Unemployment Compensation Claimant at Application	89.6	101.9	115.6	179.1	106.9	87.0	15.1	45.3	141.2	127.7	65.6	47.5
Participant Did Not Work During the 26 Weeks Prior to Application	109.4	97.1	120.8	114.7	100.1	88.6	36.6	35.9	158.7	133.3	112.8	90.5
Handicapped	113.4	100.6	112.6	100.8	118.1	88.1	63.5	30.2	134.5	148.9	112.2	101.5
Veteran at Application	90.2	96.5	88.3	140.7	90.1	113.5	6.8	23.4	166.5	90.8	140.4	116.8
Receiving Public Assistance at Application												
AFDC	113.3	105.4	117.0	122.0	106.0	95.5	56.3	58.5	166.1	136.7	112.3	87.6
Cash public assistance (AFDC, General, Refugee, SSI)	109.9	101.7	116.0	117.1	95.9	85.6	52.6	52.3	166.6	127.3	108.3	85.9
Food stamps	115.0	102.8	120.5	113.1	111.6	104.0	66.7	47.0	161.6	134.3	107.8	85.0
Any public assistance (cash and/or noncash)	111.2	102.4	120.1	114.6	102.1	91.8	53.5	49.6	159.9	138.1	109.0	89.9
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	111.2	102.4	120.1	114.6	102.1	91.8	53.5	49.6	159.9	138.1	109.0	89.9
Education Status												
School dropout	92.8	86.1	104.2	108.8	95.3	80.5	19.5	23.7	107.4	102.0	101.1	77.9
Student (HS or less)	128.8	110.2	132.5	110.3	106.8	99.2	62.5	61.3	171.5	141.1	118.6	99.8
High school graduate or equivalent (no post HS)	96.7	91.9	129.1	123.3	103.5	92.1	28.5	26.9	95.3	109.8	93.1	100.9
Post high school	94.3	101.5	128.1	139.8	100.6	108.0	10.9	38.7	77.0	106.1	94.4	131.4
Reason for Termination												
Entered employment	82.4	83.4	105.6	107.0	95.8	90.5	17.4	18.5	96.2	114.3	85.8	92.8
Returned to school	107.4	112.9	161.9	114.3	78.9	119.4	46.8	86.1	101.3	111.9	108.3	143.0
Other positive terminations	142.3	116.0	98.9	134.9	134.2	150.0	49.1	55.0	206.1	144.5	151.7	90.4
Non-positive terminations	123.9	111.2	132.0	123.9	113.1	85.3	92.4	92.2	169.2	139.3	111.3	94.9

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-14. ***Estimated median length of stay (in days) for Title II-A terminees*** **in each program activity by selected characteristics:** ***public assistance recipients*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	266,900	242,100	105,800	99,000	50,400	46,800	49,200	45,200	22,700	21,700	38,800	29,500
Median Length of Stay (in days)	108.0	105.1	135.3	127.5	101.8	105.0	35.9	44.3	156.5	134.1	102.7	90.6
Sex												
Male	96.7	97.9	117.2	120.7	105.6	104.6	26.4	41.5	142.9	136.1	95.1	86.4
Female	114.6	109.9	141.5	130.0	98.0	105.4	46.2	46.9	160.8	132.3	107.4	94.4
Minority Status												
White (excluding Hispanic)	110.9	108.4	144.8	133.4	108.4	110.3	32.5	50.5	136.1	145.3	100.6	87.0
Black (excluding Hispanic)	106.9	101.3	121.2	122.8	97.8	93.0	44.9	38.2	165.1	114.7	106.1	102.4
Hispanic	98.8	97.7	133.9	119.5	76.0	86.7	29.0	27.1	197.2	140.0	99.6	57.3
Other	102.3	111.3	144.3	133.0	107.5	77.1	6.5	83.9	152.4	152.2	90.0	107.7
Age at Enrollment												
Younger than 19	118.5	103.5	124.9	111.4	90.4	80.4	66.0	59.2	172.2	145.7	111.6	86.9
19-21	104.3	101.4	117.9	116.7	106.3	98.7	44.2	42.2	100.2	111.8	104.5	95.5
22-29	105.6	108.8	142.3	137.8	101.5	108.8	23.2	33.2	156.4	117.6	99.2	108.1
30-44	107.7	105.0	153.4	132.5	100.5	108.2	34.2	47.1	144.0	126.3	92.3	77.8
45-54	92.4	95.8	136.7	139.9	112.2	90.0	23.7	54.8	83.4	180.2	34.8	115.2
55 and older	110.3	99.7	119.7	102.1	84.6	144.1	54.4	79.5	195.2	180.7	126.4	64.7
Economically Disadvantaged	107.7	105.5	133.8	128.0	100.0	104.5	38.1	44.0	157.3	134.2	102.3	90.3
Unemployment Compensation Claimant at Application	98.8	107.3	119.0	154.1	106.3	125.8	30.7	51.0	106.0	146.9	73.7	27.9
Participant Did Not Work During the 26 Weeks Prior to Application	114.2	107.8	142.3	130.7	99.1	102.2	46.5	46.2	159.0	135.3	107.3	93.0
Handicapped	106.2	91.2	112.8	113.3	129.2	74.8	49.8	54.1	146.2	127.8	99.7	103.0
Veteran at Application	103.6	98.7	145.2	133.7	107.4	117.3	37.9	36.7	81.7	103.3	106.2	70.2
Receiving Public Assistance at Application												
AFDC	115.2	112.2	142.1	132.5	97.7	105.8	46.4	57.3	160.4	131.7	108.2	98.9
Cash public assistance (AFDC, General, Refugee, SSI)	109.1	107.8	136.3	129.1	95.9	99.8	37.3	51.8	159.4	121.2	104.7	98.5
Food stamps	110.5	104.9	139.1	128.9	104.9	107.1	36.5	40.8	159.1	129.3	103.0	83.0
Any public assistance (cash and/or noncash)	108.0	105.1	135.3	127.5	101.8	105.0	35.9	44.3	156.5	134.1	102.7	90.6
Adult welfare[1]	109.7	112.6	153.9	135.7	96.7	104.9	27.9	54.8	106.5	113.8	99.2	110.6
Other adult assistance	100.5	95.1	123.7	127.9	106.0	111.3	28.6	26.0	162.2	153.6	89.6	61.2
Youth (age <22)	111.2	102.4	120.1	114.6	102.1	91.8	53.5	49.6	159.9	138.1	109.0	89.9
Education Status												
School dropout	100.5	96.1	117.8	111.9	91.4	98.5	34.5	32.9	132.5	156.1	100.1	70.0
Student (HS or less)	133.9	111.9	143.2	109.5	109.9	93.4	78.9	68.2	177.3	143.7	107.2	106.7
High school graduate or equivalent (no post HS)	108.6	107.8	146.4	135.7	104.9	106.5	38.8	43.2	109.2	108.2	99.3	92.9
Post high school	107.9	110.8	164.5	150.9	110.6	114.7	20.3	48.6	86.6	104.9	111.7	100.6
Reason for Termination												
Entered employment	85.8	88.1	117.4	117.6	97.0	104.7	17.4	21.5	107.1	112.7	78.2	69.1
Returned to school	106.7	117.9	171.9	117.6	29.9	122.8	52.1	76.4	74.6	153.4	117.7	151.1
Other positive terminations	167.8	111.0	140.4	121.1	206.8	90.2	41.4	97.9	247.0	132.8	163.5	85.6
Non-positive terminations	134.8	127.5	154.0	138.4	113.2	106.3	114.0	108.9	168.7	156.0	114.4	113.8

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-15. ***Estimated median length of stay (in days) for Title II-A terminees*** **in each program activity by selected characteristics:** ***public assistance non-recipients*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	390,500	337,200	117,700	104,600	104,600	88,800	76,300	76,800	31,700	27,700	60,200	39,200
Median Length of Stay (in days)	92.5	90.6	119.1	120.8	98.3	102.2	21.7	25.1	121.4	113.9	100.8	82.4
Sex												
Male	86.2	86.8	113.2	121.2	101.4	101.0	19.2	23.0	118.3	107.8	93.2	82.6
Female	99.8	96.0	124.6	120.4	92.6	104.6	26.3	28.2	127.1	119.7	107.9	81.8
Minority Status												
White (excluding Hispanic)	99.3	99.5	123.1	128.6	106.6	113.1	27.4	24.0	113.5	116.0	101.6	80.8
Black (excluding Hispanic)	87.1	82.2	117.6	116.4	84.8	81.6	17.1	28.5	154.9	118.7	106.0	84.7
Hispanic	76.1	76.3	113.1	106.2	81.7	80.2	12.8	21.5	144.8	96.8	83.9	82.7
Other	83.3	84.5	105.4	111.2	85.7	88.2	36.1	24.2	136.0	113.1	66.4	95.5
Age at Enrollment												
Younger than 19	108.0	98.0	111.0	113.4	101.4	85.5	27.1	38.7	146.3	128.3	119.7	99.5
19-21	90.3	88.9	119.0	117.6	101.8	92.9	16.3	23.3	99.6	106.3	78.4	91.7
22-29	86.8	85.1	120.6	126.4	98.4	102.8	18.8	20.9	85.5	105.6	98.8	57.0
30-44	85.0	95.4	126.7	127.7	94.2	112.5	18.1	23.4	98.2	102.0	69.6	70.6
45-54	94.1	88.0	112.4	106.0	102.6	119.8	24.9	32.1	159.2	108.4	129.8	63.1
55 and older	98.3	76.2	118.4	123.7	79.6	103.4	77.3	36.8	136.5	99.8	102.7	66.3
Economically Disadvantaged	92.4	91.1	118.5	120.1	96.7	101.4	22.6	25.3	120.1	114.5	101.0	83.8
Unemployment Compensation Claimant at Application	92.9	87.8	121.1	122.8	113.3	112.9	32.4	26.9	106.2	100.1	90.3	42.7
Participant Did Not Work During the 26 Weeks Prior to Application	93.8	91.8	116.6	121.4	97.3	100.6	21.4	25.9	141.2	119.9	108.8	85.7
Handicapped	105.0	95.5	112.4	113.7	112.6	93.2	45.8	23.7	129.6	134.0	110.9	91.9
Veteran at Application	85.1	83.1	123.5	145.7	103.4	113.7	23.1	23.4	163.3	58.3	78.9	58.9
Receiving Public Assistance at Application												
AFDC	—	—	—	—	—	—	—	—	—	—	—	—
Cash public assistance (AFDC, General, Refugee, SSI)	—	—	—	—	—	—	—	—	—	—	—	—
Food stamps	—	—	—	—	—	—	—	—	—	—	—	—
Any public assistance (cash and/or noncash)	—	—	—	—	—	—	—	—	—	—	—	—
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	84.0	83.7	107.6	112.3	95.3	93.6	17.4	18.8	91.4	92.6	95.6	76.4
Student (HS or less)	123.6	105.5	128.4	106.2	100.9	102.3	49.5	47.8	162.6	139.4	120.6	95.6
High school graduate or equivalent (no post HS)	89.1	89.8	120.9	126.9	96.0	103.6	19.9	24.3	95.5	93.7	90.3	74.1
Post high school	93.5	93.3	130.5	126.6	108.7	106.7	23.9	29.3	82.0	119.2	94.5	79.2
Reason for Termination												
Entered employment	76.9	77.4	109.5	111.8	95.6	99.3	13.4	15.8	89.6	105.3	76.8	66.9
Returned to school	105.2	117.1	164.7	159.8	70.3	98.3	8.5	98.2	113.8	106.8	87.1	113.8
Other positive terminations	125.3	117.3	113.3	150.0	107.4	157.5	26.3	42.3	173.3	148.9	141.8	95.6
Non-positive terminations	120.6	115.1	136.1	132.6	107.7	112.4	97.3	89.5	162.9	121.4	116.7	106.0

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-16. Distribution of *Title II-A terminees who entered employment* by program activity and selected characteristics: participants terminated from JTPA during *PY 1985 (July 1985 - June 1986)* and *PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees Who Entered Employment	407,700	370,500	121,700	113,200	118,000	105,600	94,200	88,900	22,700	20,300	51,000	42,500
Sex												
Male	49	52	38	40	54	60	55	55	43	55	51	54
Female	51	48	62	60	46	40	45	45	57	45	49	46
Minority Status												
White (excluding Hispanic)	58	58	53	51	67	69	50	50	60	54	65	67
Black (excluding Hispanic)	28	28	33	34	19	18	33	36	32	34	26	22
Hispanic	10	10	11	10	11	11	13	12	5	8	7	8
Other	3	3	4	4	3	2	4	2	4	5	3	3
Age at Enrollment												
Younger than 19	14	15	12	13	8	8	12	13	48	45	23	24
19-21	21	21	23	22	20	21	17	20	23	19	24	24
22-29	30	32	30	32	35	37	32	33	15	18	23	24
30-44	26	25	28	26	29	26	28	25	10	14	21	20
45-54	5	4	5	4	4	5	7	5	4	3	5	5
55 and older	3	3	2	2	3	2	3	5	—	2	4	3
Economically Disadvantaged	92	94	92	95	92	94	91	92	97	95	94	94
Unemployment Compensation Claimant at Application	10	10	10	9	11	10	10	11	3	2	8	9
Participant Did Not Work During the 26 Weeks Prior to Application	46	51	50	56	39	42	49	52	55	61	46	51
Handicapped	8	8	9	7	6	6	8	8	11	12	10	11
Veteran at Application	10	11	9	8	12	14	12	14	3	4	10	12
Receiving Public Assistance at Application												
AFDC	17	18	24	26	11	12	16	15	19	17	17	18
Cash public assistance (AFDC, General, Refugee, SSI)	24	24	31	32	16	17	26	22	22	30	23	23
Food stamps	29	29	33	31	25	28	27	25	30	33	30	30
Any public assistance (cash and/or noncash)	37	38	43	43	32	34	36	34	37	42	38	38
Adult welfare[1]	16	16	21	22	12	12	17	15	7	13	14	13
Other adult assistance	10	11	9	8	13	15	9	10	6	7	10	10
Youth (age <22)	11	11	13	13	7	6	10	9	25	23	14	15
Education Status												
School dropout	25	25	25	24	26	24	27	27	17	19	26	28
Student (HS or less)	7	8	5	5	2	3	6	7	39	38	14	14
High school graduate or equivalent (no post HS)	47	48	49	52	51	52	44	44	31	31	45	40
Post high school	20	20	21	19	21	21	23	22	13	12	15	18

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-17. Distribution of *Title II-A terminees who entered employment* by program activity and selected characteristics: *adults (age >21)* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees Who Entered Employment	264,000	237,300	79,700	73,300	84,500	74,300	66,300	60,100	6,600	7,400	27,000	22,100
Sex												
Male	49	51	38	37	54	59	55	55	44	53	49	56
Female	51	49	62	63	46	41	45	45	56	47	51	44
Minority Status												
White (excluding Hispanic)	60	60	56	54	65	70	53	53	60	58	70	71
Black (excluding Hispanic)	25	26	30	32	19	17	29	34	25	31	22	19
Hispanic	11	10	9	10	12	11	13	12	4	5	6	7
Other	4	3	4	5	4	2	4	2	11	7	3	3
Age at Enrollment												
Younger than 19	—	—	—	—	—	—	—	—	—	—	—	—
19-21	—	—	—	—	—	—	—	—	—	—	—	—
22-29	47	50	46	50	49	53	45	49	52	49	44	46
30-44	41	38	42	41	41	37	39	37	33	38	40	39
45-54	8	7	7	6	6	7	10	7	13	8	9	9
55 and older	4	5	4	3	4	3	5	7	1	5	7	5
Economically Disadvantaged	91	94	91	95	91	94	90	91	94	94	94	96
Unemployment Compensation Claimant at Application	13	14	13	13	13	13	13	15	8	3	14	16
Participant Did Not Work During the 26 Weeks Prior to Application	46	50	49	56	40	42	49	52	50	67	40	49
Handicapped	8	8	9	8	7	6	9	9	11	10	8	10
Veteran at Application	15	16	12	10	16	19	16	19	11	10	18	21
Receiving Public Assistance at Application												
AFDC	18	19	26	29	13	13	16	15	19	15	19	21
Cash public assistance (AFDC, General, Refugee, SSI)	26	26	33	35	17	19	26	23	24	39	27	26
Food stamps	33	33	37	35	29	33	30	27	37	46	38	36
Any public assistance (cash and/or noncash)	40	41	46	46	35	38	37	36	43	55	46	45
Adult welfare[1]	24	25	32	34	16	17	25	21	23	35	26	25
Other adult assistance	16	17	14	12	19	21	12	15	20	20	19	20
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	25	24	22	20	26	25	28	26	21	23	25	25
Student (HS or less)	—	1	—	1	—	—	1	1	1	—	—	—
High school graduate or equivalent (no post HS)	50	51	53	56	50	51	44	44	53	56	56	49
Post high school	24	25	25	24	23	24	28	28	25	22	19	25

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-18. Distribution of *Title II-A terminees who entered employment* by program activity and selected characteristics: *youth (age <22)* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees Who Entered Employment	143,600	133,200	42,000	39,900	33,600	31,300	27,900	28,800	16,100	12,900	23,900	20,400
Sex												
Male	49	53	39	44	55	61	56	55	42	55	53	52
Female	51	47	61	56	45	39	44	45	58	45	47	48
Minority Status												
White (excluding Hispanic)	55	54	45	45	70	67	43	46	60	52	59	62
Black (excluding Hispanic)	33	32	38	39	20	19	41	39	34	36	31	26
Hispanic	10	11	14	12	8	12	12	11	5	9	8	9
Other	2	3	3	4	2	2	3	3	1	3	2	3
Age at Enrollment												
Younger than 19	40	41	34	38	29	28	41	39	67	70	49	49
19-21	60	59	66	62	71	72	59	61	33	30	51	51
22-29	—	—	—	—	—	—	—	—	—	—	—	—
30-44	—	—	—	—	—	—	—	—	—	—	—	—
45-54	—	—	—	—	—	—	—	—	—	—	—	—
55 and older	—	—	—	—	—	—	—	—	—	—	—	—
Economically Disadvantaged	94	94	94	95	93	95	93	94	98	95	94	93
Unemployment Compensation Claimant at Application	3	2	3	2	6	3	3	3	—	2	1	2
Participant Did Not Work During the 26 Weeks Prior to Application	48	51	51	56	35	41	48	51	57	58	52	53
Handicapped	8	7	9	6	5	5	3	6	10	14	11	13
Veteran at Application	2	2	2	2	2	3	1	3	—	1	2	1
Receiving Public Assistance at Application												
AFDC	16	15	21	20	9	10	16	15	20	18	14	14
Cash public assistance (AFDC, General, Refugee, SSI)	21	21	27	26	13	14	24	19	22	24	19	19
Food stamps	22	21	26	24	16	15	21	19	27	26	21	24
Any public assistance (cash and/or noncash)	31	31	37	37	23	22	33	29	35	35	30	31
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	31	31	37	37	23	22	33	29	35	35	30	31
Education Status												
School dropout	26	28	30	32	24	23	26	28	15	17	28	32
Student (HS or less)	20	20	13	13	7	8	19	19	54	61	29	29
High school graduate or equivalent (no post HS)	42	42	44	46	54	56	44	43	22	17	34	30
Post high school	12	10	13	9	14	14	11	10	9	6	10	9

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-19. Distribution of *Title II-A terminees who entered employment* by program activity and selected characteristics: *public assistance recipients* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees Who Entered Employment	151,000	139,000	52,200	48,800	37,200	35,400	33,600	30,100	8,500	8,600	19,600	16,100
Sex												
Male	38	42	28	30	43	53	45	46	38	55	43	42
Female	62	58	72	70	57	47	55	54	62	45	57	58
Minority Status												
White (excluding Hispanic)	55	55	50	46	64	70	52	51	49	45	59	61
Black (excluding Hispanic)	33	32	38	40	23	18	35	37	40	42	34	28
Hispanic	9	9	9	9	11	9	10	11	6	9	5	8
Other	3	3	3	4	3	3	3	1	5	5	2	3
Age at Enrollment												
Younger than 19	13	12	10	11	6	5	11	12	50	41	19	15
19-21	17	17	20	19	15	14	16	16	17	12	18	23
22-29	33	35	32	36	38	41	34	35	17	27	30	24
30-44	31	30	33	29	35	33	29	30	14	18	28	31
45-54	5	4	4	3	5	5	7	5	3	1	5	4
55 and older	2	2	2	2	1	1	3	3	—	2	1	2
Economically Disadvantaged	95	98	95	98	93	98	94	96	97	98	97	98
Unemployment Compensation Claimant at Application	5	7	4	5	6	8	6	9	—	2	8	8
Participant Did Not Work During the 26 Weeks Prior to Application	58	61	64	67	52	56	53	60	61	65	57	58
Handicapped	6	7	7	5	6	6	5	9	7	6	5	9
Veteran at Application	8	9	6	5	10	14	8	11	3	5	9	13
Receiving Public Assistance at Application												
AFDC	47	47	57	60	36	35	46	44	52	39	43	46
Cash public assistance (AFDC, General, Refugee, SSI)	65	65	73	74	52	52	72	65	60	70	61	60
Food stamps	78	76	77	72	81	83	77	72	80	78	78	80
Any public assistance (cash and/or noncash)	100	100	100	100	100	100	100	100	100	100	100	100
Adult welfare[1]	42	42	49	51	37	36	49	43	18	30	36	34
Other adult assistance	28	28	21	18	42	44	24	29	16	17	27	27
Youth (age <22)	30	29	30	30	21	19	27	28	66	53	37	39
Education Status												
School dropout	28	28	27	28	29	29	29	31	22	19	29	28
Student (HS or less)	7	8	4	5	2	2	6	8	43	36	12	11
High school graduate or equivalent (no post HS)	47	47	50	51	53	52	43	42	25	31	46	44
Post high school	17	17	18	16	15	17	22	19	10	14	12	17

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-20. Distribution of *Title II-A terminees who entered employment* by program activity and selected characteristics: *public assistance non-recipients* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees Who Entered Employment	256,700	231,500	69,500	64,400	80,800	70,200	60,700	58,800	14,200	11,700	31,400	26,300
Sex												
Male	55	57	46	47	60	64	61	60	45	55	56	61
Female	45	43	54	53	40	36	39	40	55	45	44	39
Minority Status												
White (excluding Hispanic)	60	60	54	54	68	68	50	50	66	61	68	70
Black (excluding Hispanic)	25	26	29	30	18	18	31	35	26	28	22	19
Hispanic	11	11	12	11	11	13	15	12	4	7	7	8
Other	4	3	4	5	3	2	4	3	4	4	3	3
Age at Enrollment												
Younger than 19	15	16	13	15	9	10	13	13	46	47	25	29
19-21	23	24	25	24	23	25	18	22	28	24	28	25
22-29	29	30	29	29	34	35	31	32	14	12	19	24
30-44	24	21	24	24	27	22	27	22	7	11	17	14
45-54	6	5	6	5	4	4	8	5	4	5	5	5
55 and older	3	4	3	3	3	3	4	6	—	1	5	3
Economically Disadvantaged	91	92	90	92	91	93	89	90	96	92	92	92
Unemployment Compensation Claimant at Application	12	11	13	12	14	11	12	13	4	3	8	10
Participant Did Not Work During the 26 Weeks Prior to Application	40	44	39	47	33	35	47	48	52	59	40	47
Handicapped	9	8	11	9	6	5	9	7	13	17	12	13
Veteran at Application	12	12	11	9	13	14	13	15	3	3	11	11
Receiving Public Assistance at Application												
AFDC	—	—	—	—	—	—	—	—	—	—	—	—
Cash public assistance (AFDC, General, Refugee, SSI)	—	—	—	—	—	—	—	—	—	—	—	—
Food stamps	—	—	—	—	—	—	—	—	—	—	—	—
Any public assistance (cash and/or noncash)	—	—	—	—	—	—	—	—	—	—	—	—
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	24	23	23	22	24	22	26	25	14	19	24	28
Student (HS or less)	7	8	5	5	2	3	6	6	36	41	15	16
High school graduate or equivalent (no post HS)	47	48	49	52	51	52	45	45	35	31	45	38
Post high school	22	22	23	21	23	23	23	24	15	10	16	18

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-21. *Entered employment rates for Title II-A terminees* **by program activity and selected characteristics: participants terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY85	PY84	PY85	PY84	PY85	PY84	PY85	PY84	PY85	PY84	PY85	PY84
Total Terminees	657,400	579,300	223,500	203,600	155,000	135,600	125,500	121,900	54,400	49,400	99,000	68,700
Total Terminees Who Entered Employment	407,700	370,500	121,700	113,200	118,000	105,600	94,200	89,900	22,700	20,300	51,000	42,500
Entered Employment Rate	62	64	54	56	76	78	75	73	42	41	52	62
Sex												
Male	63	67	54	57	74	78	78	76	38	44	54	64
Female	61	61	55	55	78	78	71	70	45	38	50	60
Minority Status												
White (excluding Hispanic)	66	67	59	59	79	80	77	75	47	42	57	65
Black (excluding Hispanic)	55	59	49	52	70	73	71	71	38	42	42	56
Hispanic	61	63	51	52	75	79	77	73	30	34	49	63
Other	60	58	53	60	70	66	86	63	35	40	47	48
Age at Enrollment												
Younger than 19	40	48	37	50	64	72	65	60	32	31	29	43
19-21	64	65	56	55	72	75	76	76	52	47	60	68
22-29	70	70	58	57	77	79	81	81	68	59	71	76
30-44	71	67	60	58	81	78	76	70	55	61	74	71
45-54	73	68	59	55	84	86	77	67	75	73	87	70
55 and older	55	70	51	55	83	82	53	76	30	55	40	68
Economically Disadvantaged	62	64	54	56	76	78	74	73	42	41	52	62
Unemployment Compensation Claimant at Application	77	74	70	65	84	80	81	76	65	53	74	84
Participant Did Not Work During the 26 Weeks Prior to Application	54	59	48	52	72	76	70	69	36	37	41	54
Handicapped	51	57	53	53	76	78	67	74	30	34	33	50
Veteran at Application	72	72	64	57	74	78	80	77	49	62	78	82
Receiving Public Assistance at Application												
AFDC	53	53	48	48	70	73	68	63	36	34	47	49
Cash public assistance (AFDC, General, Refugee, SSI)	54	54	48	47	71	74	68	63	35	43	48	50
Food stamps	57	58	50	49	74	77	68	68	37	40	52	59
Any public assistance (cash and/or noncash)	57	57	49	49	74	76	68	67	37	40	50	55
Adult welfare[1]	62	58	52	49	74	74	71	65	54	65	74	65
Other adult assistance	66	71	55	54	79	82	66	78	67	51	63	75
Youth (age <22)	45	48	42	48	65	68	66	60	31	31	35	41
Education Status												
School dropout	59	60	45	46	76	73	71	75	51	43	55	61
Student (HS or less)	31	40	28	42	52	68	60	54	28	30	23	37
High school graduate or equivalent (no post HS)	71	70	63	61	77	79	77	76	64	59	70	73
Post high school	72	72	64	63	77	82	81	73	65	58	68	79

[1] Receiving AFDC, General Assistance snd/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-22. ***Entered employment rates for Title II-A terminees* by program activity and selected characteristics: *adults (age >21)* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Initial Program Assignment and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	378,300	344,500	136,000	128,500	106,700	93,400	86,300	80,100	10,400	12,100	38,900	30,300
Total Terminees Who Entered Employment	264,000	237,300	79,700	73,300	84,500	74,300	66,300	60,100	6,600	7,400	27,000	22,100
Entered Employment Rate	70	69	59	57	79	80	77	75	63	61	70	73
Sex												
Male	73	73	60	59	77	80	80	78	61	58	75	80
Female	67	65	58	56	81	79	73	72	65	64	65	66
Minority Status												
White (excluding Hispanic)	73	72	63	60	82	81	79	78	69	64	71	76
Black (excluding Hispanic)	62	63	52	52	72	74	73	74	56	58	60	67
Hispanic	70	69	54	59	80	81	77	69	58	58	85	77
Other	72	62	61	63	77	72	88	58	56	55	87	53
Age at Enrollment												
Younger than 19	—	—	—	—	—	—	—	—	—	—	—	—
19-21	—	—	—	—	—	—	—	—	—	—	—	—
22-29	70	70	58	57	77	79	81	81	68	59	71	76
30-44	71	67	60	58	81	78	76	70	55	61	74	71
45-54	73	68	59	55	84	86	77	67	75	73	87	70
55 and older	55	70	51	55	83	82	53	76	30	55	40	68
Economically Disadvantaged	70	69	58	57	79	80	76	75	62	60	71	73
Unemployment Compensation Claimant at Application	77	74	69	66	83	80	81	77	76	47	78	85
Participant Did Not Work During the 26 Weeks Prior to Application	65	64	54	53	76	77	74	71	59	60	65	70
Handicapped	67	67	58	55	77	77	75	80	65	62	63	64
Veteran at Application	72	73	62	56	75	80	80	78	51	69	80	83
Receiving Public Assistance at Application												
AFDC	61	58	52	50	75	73	69	67	58	53	71	65
Cash public assistance (AFDC, General, Refugee, SSI)	62	59	51	49	74	75	70	66	54	66	73	64
Food stamps	65	63	54	48	77	79	70	72	63	61	66	69
Any public assistance (cash and/or noncash)	64	63	53	50	76	78	69	70	60	59	69	69
Adult welfare[1]	62	58	52	49	74	74	71	65	54	65	74	65
Other adult assistance	66	71	55	54	79	82	66	78	67	51	63	75
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	66	63	49	45	81	76	73	77	59	41	68	69
Student (HS or less)	37	71	16	67	71	100	85	80	14	—	18	37
High school graduate or equivalent (no post HS)	71	71	62	61	79	80	77	75	70	74	72	73
Post high school	72	72	64	62	78	83	80	74	63	65	67	79

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-23. ***Entered employment rates for Title II-A terminees*** **by program activity and selected characteristics:** ***youth (age <22)*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	279,100	234,800	87,600	75,100	48,300	42,100	39,200	41,900	44,000	37,300	60,100	38,400
Total Terminees Who Entered Employment	143,600	133,200	42,000	39,900	33,600	31,300	27,900	28,800	16,100	12,900	23,900	20,400
Entered Employment Rate	51	57	48	53	70	74	71	69	37	35	40	53
Sex												
Male	51	59	45	54	68	73	74	71	33	39	41	51
Female	52	55	51	53	71	76	68	66	40	30	38	55
Minority Status												
White (excluding Hispanic)	56	59	52	57	73	77	71	68	41	34	45	55
Black (excluding Hispanic)	47	54	45	53	66	69	69	66	34	37	34	49
Hispanic	50	54	47	44	62	75	76	81	25	30	36	55
Other	40	51	39	53	48	56	82	70	15	30	30	43
Age at Enrollment												
Younger than 19	40	48	37	50	64	72	65	60	32	31	29	43
19-21	64	65	56	55	72	75	76	76	52	47	60	68
22-29	—	—	—	—	—	—	—	—	—	—	—	—
30-44	—	—	—	—	—	—	—	—	—	—	—	—
45-54	—	—	—	—	—	—	—	—	—	—	—	—
55 and older	—	—	—	—	—	—	—	—	—	—	—	—
Economically Disadvantaged	51	56	48	53	70	74	71	68	38	34	40	52
Unemployment Compensation Claimant at Application	79	67	75	61	93	75	90	65	31	61	43	74
Participant Did Not Work During the 26 Weeks Prior to Application	42	51	40	51	63	73	64	64	32	29	31	44
Handicapped	35	45	47	48	72	79	39	58	24	29	24	42
Veteran at Application	67	62	84	73	54	53	81	64	—	40	64	72
Receiving Public Assistance at Application												
AFDC	42	44	41	44	58	70	65	56	31	29	31	35
Cash public assistance (AFDC, General, Refugee, SSI)	43	46	42	44	63	70	65	58	30	32	30	38
Food stamps	44	49	42	49	63	68	62	59	31	30	36	47
Any public assistance (cash and/or noncash)	45	48	42	48	65	68	66	60	31	31	35	41
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	45	48	42	48	65	68	66	60	31	31	35	41
Education Status												
School dropout	50	56	40	46	65	69	67	71	47	45	46	55
Student (HS or less)	31	39	29	41	51	66	58	52	29	30	23	37
High school graduate or equivalent (no post HS)	69	69	65	61	74	78	77	77	58	42	66	74
Post high school	73	71	66	69	75	75	93	72	67	48	72	77

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-24. ***Entered employment rates for Title II-A terminees*** **by program activity and selected characteristics:** ***public assistance recipients*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	266,900	242,100	105,800	99,000	50,400	46,800	49,200	45,200	22,700	21,700	38,800	29,500
Total Terminees Who Entered Employment	151,000	139,000	52,200	48,800	37,200	35,400	33,600	30,100	8,500	8,600	19,600	16,100
Entered Employment Rate	57	57	49	49	74	76	68	67	37	40	50	55
Sex												
Male	58	61	48	50	71	77	72	68	36	43	54	55
Female	56	55	50	49	76	74	66	65	38	36	48	55
Minority Status												
White (excluding Hispanic)	62	61	54	50	76	79	71	66	43	40	57	59
Black (excluding Hispanic)	51	53	46	49	70	66	64	66	34	41	43	50
Hispanic	54	56	42	46	75	75	67	75	36	32	46	55
Other	50	52	46	54	61	74	90	43	25	44	33	35
Age at Enrollment												
Younger than 19	36	38	34	43	60	58	61	52	29	29	28	29
19-21	55	58	48	51	68	72	70	68	44	42	46	58
22-29	65	63	52	50	76	76	75	74	72	63	71	69
30-44	64	64	55	52	76	80	66	67	53	55	68	73
45-54	66	58	50	38	82	94	66	57	61	21	86	60
55 and older	45	54	42	43	65	49	51	68	—	75	27	56
Economically Disadvantaged	56	57	49	49	73	76	68	67	37	40	51	55
Unemployment Compensation Claimant at Application	65	63	50	49	74	71	78	70	—	34	74	87
Participant Did Not Work During the 26 Weeks Prior to Application	52	53	47	46	73	76	63	62	33	37	43	48
Handicapped	51	56	54	47	69	79	56	66	41	38	28	46
Veteran at Application	65	65	58	44	71	80	65	63	32	57	76	83
Receiving Public Assistance at Application												
AFDC	53	53	48	48	70	73	68	63	36	34	47	49
Cash public assistance (AFDC, General, Refugee, SSI)	54	54	48	47	71	74	68	63	35	43	48	50
Food stamps	57	58	50	49	74	77	68	68	37	40	52	59
Any public assistance (cash and/or noncash)	57	57	49	49	74	76	68	67	37	40	50	55
Adult welfare[1]	62	58	52	49	74	74	71	65	54	65	74	65
Other adult assistance	66	71	55	54	79	82	66	78	67	51	63	75
Youth (age <22)	45	48	42	48	65	68	66	60	31	31	35	41
Education Status												
School dropout	52	53	39	40	71	74	61	71	51	36	55	53
Student (HS or less)	30	35	29	41	54	58	64	49	26	27	22	26
High school graduate or equivalent (no post HS)	66	64	59	56	77	76	70	69	57	64	67	67
Post high school	65	66	56	54	73	81	78	66	57	78	61	80

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-25. *Entered employment rates for Title II-A terminees* by program activity and selected characteristics: *public assistance non-recipients* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	390,500	337,200	117,700	104,600	104,600	88,800	76,300	76,800	31,700	27,700	60,200	39,200
Total Terminees Who Entered Employment	256,700	231,500	69,500	64,400	80,800	70,200	60,700	58,800	14,200	11,700	31,400	26,300
Entered Employment Rate	66	69	59	62	77	79	79	77	45	42	52	67
Sex												
Male	66	70	56	60	76	78	82	79	39	45	53	68
Female	66	67	62	63	80	81	76	73	51	39	51	65
Minority Status												
White (excluding Hispanic)	69	71	64	66	80	80	80	80	48	43	57	69
Black (excluding Hispanic)	59	65	53	57	70	77	77	74	42	42	42	62
Hispanic	66	67	57	56	75	80	81	72	25	36	50	68
Other	66	62	59	65	74	60	84	70	47	37	55	67
Age at Enrollment												
Younger than 19	43	54	40	55	65	77	68	65	35	33	30	52
19-21	68	69	62	58	74	76	79	79	55	49	67	75
22-29	74	77	63	66	78	82	85	84	66	54	71	81
30-44	78	71	67	64	83	77	84	73	58	70	80	70
45-54	77	74	63	66	85	82	84	72	83	91	88	75
55 and older	59	76	57	62	87	91	54	79	100	41	43	75
Economically Disadvantaged	66	69	59	62	77	79	79	76	46	42	52	67
Unemployment Compensation Claimant at Application	81	78	77	73	87	84	82	78	72	74	74	82
Participant Did Not Work During the 26 Weeks Prior to Application	57	64	49	60	71	76	76	73	39	37	40	60
Handicapped	52	58	53	56	80	77	72	79	28	34	35	52
Veteran at Application	75	76	67	65	75	77	86	83	65	71	79	82
Receiving Public Assistance at Application												
AFDC	—	—	—	—	—	—	—	—	—	—	—	—
Cash public assistance (AFDC, General, Refugee, SSI)	—	—	—	—	—	—	—	—	—	—	—	—
Food stamps	—	—	—	—	—	—	—	—	—	—	—	—
Any public assistance (cash and/or noncash)	—	—	—	—	—	—	—	—	—	—	—	—
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	65	65	51	53	79	73	80	78	51	50	55	67
Student (HS or less)	32	44	28	44	52	74	57	58	30	33	23	45
High school graduate or equivalent (no post HS)	74	74	67	66	78	81	81	79	67	56	72	79
Post high school	76	75	70	70	79	82	84	77	69	46	73	78

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-26. ***Average hourly wage at termination for Title II-A terminees*** **who entered employment, by program activity and selected characteristics: participants terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	657,400	579,300	223,500	203,600	155,000	135,600	125,500	121,900	54,400	49,400	99,000	68,700
Total Terminees Who Entered Employment	407,700	370,500	121,700	113,200	118,000	105,600	94,200	89,900	22,700	20,300	51,000	42,500
Average Hourly Wage at Termination	$4.65	$4.61	$4.80	$4.72	$4.81	$4.70	$4.53	$4.56	$4.04	$4.04	$4.40	$4.41
Sex												
Male	4.92	4.87	5.12	5.08	5.15	4.96	4.75	4.80	4.20	4.16	4.56	4.69
Female	4.39	4.33	4.60	4.49	4.40	4.33	4.26	4.27	3.93	3.90	4.22	4.08
Minority Status												
White (excluding Hispanic)	4.73	4.68	4.84	4.77	4.91	4.78	4.68	4.63	4.08	4.14	4.47	4.52
Black (excluding Hispanic)	4.43	4.42	4.63	4.53	4.50	4.47	4.33	4.46	3.89	3.85	4.24	4.09
Hispanic	4.63	4.68	4.92	4.89	4.61	4.64	4.43	4.64	4.09	4.04	4.41	4.45
Other	4.99	4.74	5.29	5.26	5.24	4.42	4.75	4.33	4.56	4.32	4.13	4.29
Age at Enrollment												
Younger than 19	3.90	3.86	3.98	4.01	4.24	4.21	3.77	3.70	3.71	3.56	3.80	3.79
19-21	4.32	4.33	4.57	4.51	4.43	4.39	4.07	4.14	3.91	4.22	4.04	4.17
22-29	4.74	4.73	4.94	4.80	4.78	4.72	4.54	4.69	4.55	4.72	4.59	4.67
30-44	5.06	5.03	5.12	5.08	5.18	5.05	4.86	5.07	4.90	4.56	5.04	4.86
45-54	5.18	4.99	4.88	5.12	5.35	4.93	5.48	5.00	4.87	3.81	4.81	5.17
55 and older	4.97	4.74	5.24	4.99	4.88	4.84	4.84	4.54	3.35	3.74	4.94	5.03
Economically Disadvantaged	4.63	4.57	4.78	4.68	4.78	4.67	4.53	4.52	4.02	4.04	4.40	4.41
Unemployment Compensation Claimant at Application	5.34	5.38	5.44	5.69	5.30	5.18	5.27	5.16	4.41	5.24	5.54	5.67
Participant Did Not Work During the 26 Weeks Prior to Application	4.56	4.52	4.70	4.65	4.66	4.62	4.54	4.47	3.98	4.11	4.33	4.29
Handicapped	4.51	4.43	4.55	4.40	4.85	4.51	4.50	4.80	4.30	3.84	4.06	4.18
Veteran at Application	5.44	5.44	5.36	6.04	5.50	5.29	5.57	5.30	4.89	4.62	5.22	5.32
Receiving Public Assistance at Application												
AFDC	4.45	4.41	4.66	4.50	4.47	4.43	4.20	4.37	3.85	3.94	4.42	4.28
Cash public assistance (AFDC, General, Refugee, SSI)	4.45	4.44	4.64	4.53	4.48	4.53	4.31	4.37	3.85	4.14	4.35	4.28
Food stamps	4.49	4.51	4.61	4.53	4.54	4.63	4.43	4.42	3.99	4.29	4.43	4.48
Any public assistance (cash and/or noncash)	4.48	4.49	4.64	4.55	4.53	4.59	4.38	4.39	3.93	4.15	4.39	4.43
Adult welfare[1]	4.67	4.64	4.85	4.64	4.62	4.68	4.51	4.65	4.44	4.60	4.52	4.50
Other adult assistance	4.74	4.80	4.82	4.96	4.63	4.74	4.79	4.61	4.95	4.52	4.81	5.11
Youth (age <22)	3.98	3.98	4.19	4.14	4.14	4.10	3.79	3.75	3.54	3.78	3.96	3.90
Education Status												
School dropout	4.37	4.33	4.49	4.27	4.50	4.50	4.18	4.34	4.30	4.16	4.19	4.13
Student (HS or less)	3.74	3.66	3.78	3.65	3.93	3.95	3.78	3.64	3.61	3.46	3.75	3.80
High school graduate or equivalent (no post HS)	4.72	4.67	4.83	4.79	4.83	4.71	4.61	4.50	4.20	4.45	4.53	4.59
Post high school	5.15	5.16	5.32	5.39	5.23	5.02	4.99	5.22	4.64	4.69	4.95	4.95

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-27. *Average hourly wage at termination for Title II-A terminees* who entered employment, by program activity and selected characteristics: *adults (age <21)* terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	378,300	344,500	136,000	128,500	106.700	93,400	86,300	80,100	10,400	12,100	38,900	30,300
Total Terminees Who Entered Employment	264,000	237,300	79,700	73,300	84,500	74,300	66,300	60,100	6,600	7,400	27,000	22,100
Average Hourly Wage at Termination	$4.92	$4.87	$5.02	$4.94	$4.98	$4.86	$4.78	$4.84	$4.70	$4.54	$4.82	$4.81
Sex												
Male	5.26	5.21	5.44	5.47	5.37	5.16	5.06	5.15	4.85	4.75	5.13	5.10
Female	4.59	4.51	4.77	4.63	4.52	4.42	4.43	4.46	4.58	4.31	4.51	4.44
Minority Status												
White (excluding Hispanic)	5.01	4.92	5.06	4.95	5.12	4.97	4.88	4.88	4.90	4.42	4.84	4.87
Black (excluding Hispanic)	4.70	4.74	4.84	4.84	4.60	4.59	4.65	4.77	4.29	4.65	4.67	4.59
Hispanic	4.84	4.89	5.20	5.14	4.73	4.66	4.62	4.89	4.27	5.10	5.28	4.90
Other	5.10	4.86	5.38	5.13	5.27	4.49	4.81	4.84	4.68	4.68	4.54	4.57
Age at Enrollment												
Younger than 19	—	—	—	—	—	—	—	—	—	—	—	—
19-21	—	—	—	—	—	—	—	—	—	—	—	—
22-29	4.74	4.73	4.94	4.80	4.78	4.72	4.54	4.69	4.55	4.72	4.59	4.67
30-44	5.06	5.03	5.12	5.08	5.18	5.05	4.86	5.07	4.90	4.56	5.04	4.86
45-54	5.18	4.99	4.88	5.12	5.35	4.93	5.48	5.00	4.87	3.81	4.81	5.17
55 and older	4.97	4.74	5.24	4.99	4.88	4.84	4.84	4.54	3.35	3.74	4.94	5.03
Economically Disadvantaged	4.91	4.83	5.02	4.91	4.95	4.82	4.80	4.79	4.69	4.54	4.82	4.82
Unemployment Compensation Claimant at Application	5.43	5.45	5.51	5.73	5.39	5.25	5.35	5.27	4.52	4.91	5.62	5.77
Participant Did Not Work During the 26 Weeks Prior to Application	4.88	4.79	5.01	4.90	4.82	4.74	4.82	4.75	4.68	4.51	4.84	4.77
Handicapped	4.82	4.69	4.83	4.55	5.16	4.68	4.63	4.96	5.18	4.75	4.36	4.43
Veteran at Application	5.49	5.49	5.44	6.11	5.51	5.32	5.62	5.37	4.89	4.74	5.35	5.33
Receiving Public Assistance at Application												
AFDC	4.67	4.61	4.87	4.62	4.59	4.60	4.42	4.66	4.56	4.62	4.59	4.47
Cash public assistance (AFDC, General, Refugee, SSI)	4.66	4.62	4.83	4.64	4.61	4.69	4.51	4.61	4.42	4.54	4.51	4.49
Food stamps	4.69	4.72	4.78	4.70	4.63	4.73	4.64	4.64	4.81	4.77	4.68	4.87
Any public assistance (cash and/or noncash)	4.70	4.70	4.84	4.73	4.63	4.71	4.60	4.63	4.68	4.57	4.64	4.77
Adult welfare[1]	4.67	4.64	4.85	4.64	4.62	4.68	4.51	4.65	4.44	4.60	4.52	4.50
Other adult assistance	4.74	4.80	4.82	4.96	4.63	4.74	4.79	4.61	4.95	4.52	4.81	5.11
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	4.55	4.45	4.73	4.32	4.63	4.53	4.33	4.51	4.65	4.18	4.44	4.41
Student (HS or less)	4.70	4.06	4.67	3.67	4.81	4.45	4.35	4.21	7.36	—	3.85	3.50
High school graduate or equivalent (no post HS)	4.92	4.85	4.96	4.96	5.00	4.91	4.86	4.68	4.44	4.48	4.83	4.81
Post high school	5.29	5.31	5.40	5.44	5.35	5.10	5.10	5.44	5.18	5.08	5.29	5.20

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-28. ***Average hourly wage at termination for Title II-A terminees*** **who entered employment, by program activity and selected characteristics:** ***youth (age<22)*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	279,100	234,800	87,600	75,100	48,300	42,100	39,200	41,900	44,000	37,300	60,100	38,400
Total Terminees Who Entered Employment	143,600	133,200	42,000	39,900	33,600	31,300	27,900	28,800	16,100	12,900	23,900	20,400
Average Hourly Wage at Termination	$4.15	$4.14	$4.37	$4.32	$4.37	$4.34	$3.95	$3.97	$3.78	$3.76	$3.92	$3.98
Sex												
Male	4.27	4.28	4.51	4.48	4.62	4.49	4.02	4.05	3.92	3.84	3.96	4.22
Female	4.03	3.99	4.28	4.19	4.08	4.09	3.85	3.88	3.67	3.66	3.87	3.73
Minority Status												
White (excluding Hispanic)	4.18	4.20	4.32	4.36	4.41	4.32	4.07	4.02	3.75	3.96	3.97	4.09
Black (excluding Hispanic)	4.05	3.94	4.31	4.09	4.26	4.23	3.77	3.90	3.78	3.46	3.91	3.68
Hispanic	4.21	4.33	4.57	4.51	4.17	4.61	3.97	4.12	4.02	3.71	3.70	4.09
Other	4.62	4.54	5.02	5.53	5.07	4.26	4.54	3.70	4.14	3.90	3.62	3.92
Age at Enrollment												
Younger than 19	3.90	3.86	3.98	4.01	4.24	4.21	3.77	3.70	3.71	3.56	3.80	3.79
19-21	4.32	4.33	4.57	4.51	4.43	4.39	4.07	4.14	3.91	4.22	4.04	4.17
22-29	—	—	—	—	—	—	—	—	—	—	—	—
30-44	—	—	—	—	—	—	—	—	—	—	—	—
45-54	—	—	—	—	—	—	—	—	—	—	—	—
55 and older	—	—	—	—	—	—	—	—	—	—	—	—
Economically Disadvantaged	4.13	4.12	4.35	4.27	4.37	4.32	3.93	3.98	3.76	3.76	3.92	3.96
Unemployment Compensation Claimant at Application	4.73	4.64	4.97	5.21	4.78	4.54	4.41	3.85	3.55	5.62	4.46	4.71
Participant Did Not Work During the 26 Weeks Prior to Application	4.00	4.05	4.15	4.19	4.21	4.34	3.86	3.86	3.73	3.84	3.89	3.80
Handicapped	3.91	3.94	4.05	4.01	3.90	4.04	3.60	4.23	3.90	3.46	3.81	3.97
Veteran at Application	4.61	4.79	4.59	5.35	5.32	4.77	4.12	4.32	—	3.92	3.90	5.15
Receiving Public Assistance at Application												
AFDC	3.97	3.96	4.15	4.19	4.04	3.87	3.70	3.77	3.58	3.60	4.14	3.99
Cash public assistance (AFDC, General, Refugee, SSI)	4.00	4.04	4.19	4.28	4.06	4.05	3.78	3.76	3.59	3.77	4.09	3.98
Food stamps	3.93	3.94	4.13	4.07	4.13	4.10	3.73	3.75	3.53	3.80	3.91	3.82
Any public assistance (cash and/or noncash)	3.98	3.98	4.19	4.14	4.14	4.10	3.79	3.75	3.54	3.78	3.96	3.90
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	3.98	3.98	4.19	4.14	4.14	4.10	3.79	3.75	3.54	3.78	3.96	3.90
Education Status												
School dropout	4.05	4.14	4.15	4.21	4.17	4.40	3.80	4.01	4.10	4.15	3.95	3.90
Student (HS or less)	3.70	3.63	3.75	3.64	3.81	3.89	3.74	3.56	3.58	3.46	3.75	3.80
High school graduate or equivalent (no post HS)	4.28	4.28	4.51	4.41	4.44	4.29	4.03	4.12	3.95	4.38	3.97	4.19
Post high school	4.63	4.55	5.03	5.16	4.77	4.69	4.32	3.98	4.02	3.86	4.21	4.15

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-29. ***Average hourly wage at termination for Title II-A terminees*** **who entered employment, by program activity and selected characteristics:** ***public assistance recipients*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	266,900	242,100	105,800	99,000	50,400	46,800	49,200	45,200	22,700	21,700	38,800	29,500
Total Terminees Who Entered Employment	151,000	139,000	52,200	48,800	37,200	35,400	33,600	30,100	8,500	8,600	19,600	16,100
Average Hourly Wage at Termination	$4.48	$4.49	$4.64	$4.55	$4.53	$4.59	$4.38	$4.39	$3.93	$4.15	$4.39	$4.43
Sex												
Male	4.75	4.80	5.03	4.88	4.87	5.03	4.61	4.61	3.99	4.26	4.60	4.76
Female	4.32	4.26	4.49	4.41	4.27	4.11	4.19	4.20	3.88	4.03	4.24	4.20
Minority Status												
White (excluding Hispanic)	4.58	4.62	4.72	4.60	4.62	4.70	4.53	4.50	3.91	4.43	4.54	4.67
Black (excluding Hispanic)	4.31	4.27	4.50	4.39	4.39	4.33	4.14	4.23	3.81	3.90	4.17	4.05
Hispanic	4.44	4.47	4.69	4.77	4.32	4.44	4.39	4.42	4.08	4.04	4.17	3.86
Other	4.69	4.52	5.05	4.99	4.39	4.04	4.52	3.85	4.88	4.02	4.35	4.54
Age at Enrollment												
Younger than 19	3.72	3.79	3.77	3.82	4.01	4.25	3.69	3.64	3.53	3.64	3.74	3.80
19-21	4.18	4.11	4.40	4.33	4.19	4.04	3.86	3.84	3.57	4.25	4.20	3.97
22-29	4.54	4.55	4.73	4.59	4.51	4.53	4.29	4.48	4.44	4.55	4.59	4.59
30-44	4.75	4.87	4.89	4.82	4.67	4.96	4.61	4.90	5.05	4.70	4.70	4.79
45-54	5.16	4.79	4.61	5.14	5.17	4.75	5.85	4.36	4.26	—	4.75	5.28
55 and older	5.35	4.76	6.11	5.56	4.56	4.14	5.16	4.09	—	4.04	4.37	5.62
Economically Disadvantaged	4.48	4.48	4.64	4.55	4.52	4.57	4.40	4.37	3.92	4.14	4.38	4.44
Unemployment Compensation Claimant at Application	5.50	5.17	5.66	4.79	5.16	4.97	5.42	5.41	—	6.96	5.83	5.75
Participant Did Not Work During the 26 Weeks Prior to Application	4.43	4.42	4.62	4.47	4.37	4.52	4.35	4.32	3.89	4.27	4.34	4.31
Handicapped	4.50	4.42	4.40	4.30	4.65	4.41	4.82	4.65	4.32	4.57	3.99	4.21
Veteran at Application	5.18	5.31	5.14	6.26	4.62	5.09	5.90	4.74	6.33	4.62	5.14	5.70
Receiving Public Assistance at Application												
AFDC	4.45	4.41	4.66	4.50	4.47	4.43	4.20	4.37	3.85	3.94	4.42	4.28
Cash public assistance (AFDC, General, Refugee, SSI)	4.45	4.44	4.64	4.53	4.48	4.53	4.31	4.37	3.85	4.14	4.35	4.28
Food stamps	4.49	4.51	4.61	4.53	4.54	4.63	4.43	4.42	3.99	4.29	4.43	4.48
Any public assistance (cash and/or noncash)	4.48	4.49	4.64	4.55	4.53	4.59	4.38	4.39	3.93	4.15	4.39	4.43
Adult welfare[1]	4.67	4.64	4.85	4.64	4.62	4.68	4.51	4.65	4.44	4.60	4.52	4.50
Other adult assistance	4.74	4.80	4.82	4.96	4.63	4.74	4.79	4.61	4.95	4.52	4.81	5.11
Youth (age <22)	3.98	3.98	4.19	4.14	4.14	4.10	3.79	3.75	3.54	3.78	3.96	3.90
Education Status												
School dropout	4.21	4.27	4.25	4.20	4.41	4.37	3.97	4.27	4.01	4.50	4.23	4.17
Student (HS or less)	3.63	3.66	3.73	3.52	3.79	4.09	3.65	3.68	3.52	3.49	3.64	3.91
High school graduate or equivalent (no post HS)	4.61	4.58	4.76	4.65	4.56	4.67	4.48	4.36	4.20	4.45	4.57	4.55
Post high school	4.96	4.97	5.17	5.19	4.74	4.82	4.92	4.92	4.81	4.72	4.87	4.94

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix – particularly the note regarding estimates based on small counts.

Table B-30. ***Average hourly wage at termination for Title II-A terminees*** **who entered employment, by program activity and selected characteristics:** ***public assistance non-recipients*** **terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	390,500	337,200	117,700	104,600	104,600	88,800	76,300	76,800	31,700	27,700	60,200	39,200
Total Terminees Who Entered Employment	256,700	231,500	69,500	64,400	80,800	70,200	60,700	58,800	14,200	11,700	31,400	26,300
Average Hourly Wage at Termination	$4.74	$4.68	$4.91	$4.85	$4.94	$4.76	$4.62	$4.65	$4.11	$3.96	$4.40	$4.40
Sex												
Male	4.98	4.90	5.16	5.18	5.25	4.93	4.81	4.87	4.30	4.09	4.55	4.67
Female	4.45	4.38	4.70	4.56	4.48	4.47	4.31	4.32	3.96	3.81	4.21	3.97
Minority Status												
White (excluding Hispanic)	4.82	4.71	4.93	4.88	5.03	4.82	4.76	4.69	4.16	3.98	4.42	4.44
Black (excluding Hispanic)	4.53	4.52	4.75	4.68	4.57	4.54	4.44	4.58	3.97	3.80	4.32	4.12
Hispanic	4.71	4.78	5.04	4.96	4.75	4.72	4.45	4.75	4.10	4.04	4.52	4.78
Other	5.12	4.89	5.42	5.45	5.57	4.75	4.85	4.44	4.34	4.56	4.06	4.10
Age at Enrollment												
Younger than 19	3.98	3.90	4.10	4.12	4.30	4.20	3.81	3.73	3.83	3.50	3.83	3.78
19-21	4.38	4.43	4.66	4.62	4.50	4.48	4.17	4.26	4.03	4.21	3.97	4.28
22-29	4.87	4.86	5.10	5.01	4.91	4.83	4.69	4.81	4.62	5.01	4.60	4.71
30-44	5.31	5.17	5.36	5.32	5.49	5.13	5.01	5.19	4.73	4.39	5.39	4.96
45-54	5.19	5.08	5.00	5.11	5.46	5.03	5.29	5.29	5.11	3.85	4.85	5.12
55 and older	4.84	4.74	4.78	4.74	4.94	4.94	4.69	4.65	3.35	3.38	5.01	4.79
Economically Disadvantaged	4.73	4.63	4.89	4.79	4.91	4.72	4.61	4.60	4.08	3.96	4.41	4.40
Unemployment Compensation Claimant at Application	5.30	5.46	5.39	5.98	5.32	5.26	5.23	5.08	4.41	4.33	5.35	5.63
Participant Did Not Work During the 26 Weeks Prior to Application	4.67	4.60	4.80	4.85	4.88	4.70	4.66	4.56	4.04	3.98	4.32	4.27
Handicapped	4.52	4.44	4.61	4.44	4.93	4.57	4.39	4.88	4.30	3.66	4.07	4.17
Veteran at Application	5.54	5.50	5.46	5.94	5.81	5.39	5.46	5.49	4.24	4.62	5.26	5.04
Receiving Public Assistance at Application												
AFDC	—	—	—	—	—	—	—	—	—	—	—	—
Cash public assistance (AFDC, General, Refugee, SSI)	—	—	—	—	—	—	—	—	—	—	—	—
Food stamps	—	—	—	—	—	—	—	—	—	—	—	—
Any public assistance (cash and/or noncash)	—	—	—	—	—	—	—	—	—	—	—	—
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	—	—	—	—	—	—	—	—	—	—	—	—
Education Status												
School dropout	4.48	4.37	4.70	4.34	4.56	4.58	4.31	4.39	4.58	3.91	4.17	4.11
Student (HS or less)	3.80	3.66	3.80	3.76	3.99	3.89	3.86	3.61	3.67	3.45	3.80	3.75
High school graduate or equivalent (no post HS)	4.79	4.72	4.88	4.90	4.96	4.73	4.68	4.57	4.20	4.45	4.51	4.61
Post high school	5.23	5.25	5.41	5.51	5.38	5.09	5.03	5.35	4.58	4.65	4.99	4.96

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-31. Distribution of *Title II-A youth terminees with positive terminations,*[1] by program activity and selected characteristics: youth (age less than 22) terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Youth Terminees	279,100	234,800	87,600	75,100	48,300	42,100	39,200	41,900	44,000	37,300	60,100	38,400
Total Youth Terminees with Positive Terminations[1]	178,300	159,100	49,900	46,800	35,500	32,600	30,100	31,100	27,000	21,600	35,900	27,000
Sex												
Male	49	53	40	46	55	61	57	54	45	52	51	53
Female	51	47	60	54	45	39	43	46	55	48	49	47
Minority Status												
White (excluding Hispanic)	52	54	45	45	69	67	43	46	53	50	54	65
Black (excluding Hispanic)	35	32	39	38	20	19	42	40	37	36	35	23
Hispanic	10	11	13	13	9	12	12	11	8	11	8	9
Other	2	3	3	4	2	2	3	3	2	3	3	3
Age at Enrollment												
Younger than 19	48	46	38	40	31	29	43	42	74	76	63	57
19-21	52	54	62	60	69	71	57	58	26	24	37	43
Economically Disadvantaged	94	95	94	95	93	95	93	95	96	96	93	94
Unemployment Compensation Claimant at Application	3	2	3	2	6	3	3	2	1	2	1	2
Participant Did Not Work During the 26 Weeks Prior to Application	53	55	55	57	37	41	50	54	62	69	63	59
Handicapped	10	9	10	6	6	5	5	6	14	18	15	15
Veteran at Application	2	2	2	2	2	3	1	3	—	1	2	1
Receiving Public Assistance at Application												
AFDC	17	17	22	21	8	9	17	16	20	19	17	17
Cash public assistance (AFDC, General, Refugee, SSI)	23	22	28	27	13	14	25	20	23	24	22	22
Food stamps	23	22	25	24	16	16	21	19	29	25	21	26
Any public assistance (cash and/or noncash)	33	32	38	38	22	22	33	30	37	35	31	36
Adult welfare	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	33	32	38	38	22	22	33	30	37	35	31	36
Education Status												
School dropout	24	26	32	33	24	22	26	28	10	13	24	29
Student (HS or less)	29	26	18	16	8	9	21	22	68	66	44	39
High school graduate or equivalent (no post HS)	36	38	39	42	54	55	42	41	16	15	24	25
Post high school	10	10	12	9	14	14	10	10	6	6	8	7

[1] For JTLS purposes, positive terminations for all terminees are entered employment, entered registered apprenticeship program, entered Armed Forces, returned to full-time school, entered employment/training program, and completed major level of education. In addition, and only for terminees under 16 years of age at application, completed program objective is a positive outcome.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-32. ***Positive termination***[1] ***rates for Title II-A youth terminees*** **by program activity and selected characteristics: youth (age less than 22) terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods											
	Total		CT		OJT		JSA		WE		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Youth Terminees	279,100	234,800	87,600	75,100	48,300	42,100	39,200	41,900	44,000	37,300	60,100	38,400
Total Youth Terminees with Positive Terminations[1]	178,300	159,100	49,900	46,800	35,500	32,600	30,100	31,100	27,000	21,600	35,900	27,000
Positive Termination Rate	64	68	57	62	73	77	77	74	61	58	60	70
Sex												
Male	64	70	54	66	72	76	81	75	59	61	60	70
Female	64	66	59	60	76	80	72	73	64	55	59	71
Minority Status												
White (excluding Hispanic)	66	71	61	66	76	80	76	74	62	56	62	76
Black (excluding Hispanic)	62	64	55	60	72	71	76	72	61	62	58	58
Hispanic	63	66	53	56	69	79	82	83	72	59	59	70
Other	52	66	52	68	48	60	82	81	35	46	52	77
Age at Enrollment												
Younger than 19	59	64	50	61	72	78	73	70	59	56	57	67
19-21	69	71	62	63	74	77	79	78	67	64	66	76
Economically Disadvantaged	64	68	57	62	74	77	76	74	62	58	59	70
Unemployment Compensation Claimant at Application	87	77	85	76	93	78	100	65	100	100	56	88
Participant Did Not Work During the 26 Weeks Prior to Application	58	65	51	60	69	77	70	73	58	58	57	66
Handicapped	56	67	58	62	79	87	64	66	59	64	47	66
Veteran at Application	74	76	84	73	58	67	81	77	—	100	87	100
Receiving Public Assistance at Application												
AFDC	56	57	51	52	61	72	71	63	54	51	55	57
Cash public assistance (AFDC, General, Refugee, SSI)	57	58	52	54	66	72	73	65	53	53	54	58
Food stamps	56	61	50	57	67	72	68	67	55	48	54	69
Any public assistance (cash and/or noncash)	58	60	51	57	68	72	73	66	56	51	54	63
Adult welfare[1]	—	—	—	—	—	—	—	—	—	—	—	—
Other adult assistance	—	—	—	—	—	—	—	—	—	—	—	—
Youth (age <22)	58	60	51	57	68	72	73	66	56	51	54	63
Education Status												
School dropout	59	63	50	55	68	70	73	75	54	57	60	66
Student (HS or less)	56	62	46	60	60	80	71	66	60	55	53	66
High school graduate or equivalent (no post HS)	73	74	69	67	77	80	79	79	69	63	70	80
Post high school	79	79	70	81	80	77	93	75	80	86	86	84

[1] For JTLS purposes, positive terminations for all terminees are entered employment, entered registered apprenticeship program, entered Armed Forces, returned to full-time school, entered employment/training program, and completed major level of education. In addition, and only for terminees under 16 years of age at application, completed program objective is a positive outcome.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-33. Distribution of *Title III enrollees* in each initial program assignment by selected characteristics: participants newly enrolled in JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Initial Program Assignment and Time Periods									
	Total		CT		OJT		JSA		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Enrollees	95,600	97,000	15,300	22,000	16,200	19,200	45,000	39,500	19,100	16,300
Sex										
Male	59	62	57	56	63	64	60	67	55	57
Female	41	38	43	44	37	36	40	33	45	43
Minority Status										
White (excluding Hispanic)	72	70	70	68	73	72	71	71	78	68
Black (excluding Hispanic)	19	21	21	23	20	21	18	19	20	26
Hispanic	7	7	7	7	6	6	10	8	1	5
Other	1	2	3	2	1	2	1	2	1	1
Age at Enrollment										
Younger than 19	1	1	1	—	1	1	—	—	1	1
19-21	4	5	4	3	10	9	2	3	4	4
22-29	27	28	26	26	37	37	24	26	27	23
30-44	45	46	48	49	41	39	47	47	43	48
45-54	15	15	16	15	8	10	16	16	15	17
55 and older	8	6	6	6	3	4	10	8	10	7
Economically Disadvantaged	46	50	49	54	53	57	50	48	30	43
Unemployment Compensation Claimant at Application	54	54	41	55	35	36	63	60	59	62
Participant Did Not Work During the 26 Weeks Prior to Application	33	35	33	32	42	41	29	33	34	36
Handicapped	4	4	3	3	2	5	5	3	3	3
Veteran at Application	20	21	19	20	17	20	22	25	19	18
Receiving Public Assistance at Application										
AFDC	4	4	6	6	5	5	4	4	2	3
Cash public assistance (AFDC, General, Refugee, SSI)	7	7	10	8	6	6	7	7	4	5
Food stamps	10	12	13	12	10	14	11	12	7	11
Any public assistance (cash and/or noncash)	13	15	16	15	13	16	14	15	8	13
Adult welfare[1]	5	6	9	7	5	6	6	7	3	4
Other adult assistance	7	8	7	8	7	9	8	8	5	8
Youth (age <22)	1	1	1	—	2	1	—	—	—	1
Education Status										
School dropout	19	19	13	18	20	23	19	16	22	23
Student (HS or less)	1	1	—	1	1	—	1	1	1	1
High school graduate or equivalent (no post HS)	55	52	57	54	58	54	52	50	56	52
Post high school	26	28	30	27	21	23	27	33	22	25

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-34. Distribution of *Title III terminees* in each program activity by selected characteristics: participants terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods									
	Total		CT		OJT		JSA		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	83,700	80,100	18,300	20,400	17,000	14,500	31,700	29,800	16,700	15,500
Sex										
Male	58	65	54	60	63	62	60	65	54	73
Female	42	35	46	40	37	38	40	35	46	27
Minority Status										
White (excluding Hispanic)	71	75	70	71	77	75	68	74	72	80
Black (excluding Hispanic)	20	18	21	19	18	17	21	19	23	13
Hispanic	7	6	7	8	5	5	9	5	3	6
Other	2	2	3	2	1	2	3	2	2	1
Age at Enrollment										
Younger than 19	—	1	—	—	1	2	—	1	1	1
19-21	5	5	3	3	9	8	3	4	5	6
22-29	27	29	25	26	33	37	23	25	29	30
30-44	45	45	50	50	40	38	45	45	45	47
45-54	15	14	17	15	12	12	17	17	14	11
55 and older	8	6	4	6	5	3	11	8	8	5
Economically Disadvantaged	48	51	45	56	53	60	53	48	35	42
Unemployment Compensation Claimant at Application	53	49	51	48	37	39	63	57	50	42
Participant Did Not Work During the 26 Weeks Prior to Application	35	39	32	44	43	43	33	35	34	37
Handicapped	4	4	3	4	4	5	5	3	2	2
Veteran at Application	21	22	21	23	17	19	23	23	19	24
Receiving Public Assistance at Application										
AFDC	4	5	7	6	5	6	3	4	3	3
Cash public assistance (AFDC, General, Refugee, SSI)	6	7	9	9	7	8	6	7	4	5
Food stamps	10	12	12	13	12	13	9	13	9	10
Any public assistance (cash and/or noncash)	13	15	15	16	15	17	12	16	11	12
Adult welfare[1]	5	6	8	8	6	7	5	6	4	4
Other adult assistance	7	8	7	8	9	8	7	9	6	7
Youth (age <22)	1	1	1	—	1	2	1	1	1	1
Education Status										
School dropout	20	20	13	17	22	19	21	17	23	28
Student (HS or less)	1	1	1	1	1	1	1	1	—	1
High school graduate or equivalent (no post HS)	54	52	54	53	57	55	53	52	54	51
Post high school	25	27	33	29	20	25	25	30	23	20
Reason for Termination										
Entered employment	68	65	62	64	83	84	66	66	61	49
Returned to school	1	1	1	1	—	—	—	—	1	2
Other positive terminations	1	1	—	—	1	1	1	—	1	1
Non-positive terminations	31	33	36	35	16	15	32	33	38	48

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-35. ***Estimated median length of stay (in days) for Title III terminees*** **in each program activity by selected characteristics: participants terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods									
	Total		CT		OJT		JSA		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	83,700	80,100	18,300	20,400	17,000	14,500	31,700	29,800	16,700	15,500
Median Length of Stay (in days)	114.3	117.9	182.1	175.1	114.2	109.1	94.5	86.3	113.3	168.0
Sex										
Male	116.6	124.8	171.3	180.5	116.8	113.2	96.7	91.0	123.2	189.9
Female	111.5	107.2	202.3	167.9	110.3	101.4	91.7	77.3	106.1	106.7
Minority Status										
White (excluding Hispanic)	117.2	124.7	198.6	188.7	118.7	112.4	96.6	89.7	111.6	195.2
Black (excluding Hispanic)	110.9	102.9	166.7	153.8	102.6	90.0	92.7	78.8	120.2	100.6
Hispanic	104.5	99.0	136.4	138.1	107.9	102.8	96.1	62.6	117.1	99.6
Other	83.9	110.7	185.0	151.1	351.0	83.7	55.7	93.5	78.7	116.6
Age at Enrollment										
Younger than 19	64.7	55.7	409.0	317.7	119.4	51.9	5.5	22.5	22.6	92.5
19-21	106.3	121.9	93.8	128.1	115.0	101.4	96.7	57.2	91.7	251.8
22-29	111.6	112.6	173.6	182.8	109.7	106.9	90.6	66.1	114.1	170.2
30-44	117.7	120.3	194.1	171.7	116.6	119.0	95.1	90.9	114.6	154.8
45-54	119.5	121.1	180.1	176.2	120.0	101.8	98.3	104.1	125.0	154.0
55 and older	105.5	118.2	178.3	186.7	110.4	98.7	93.5	92.3	107.3	234.5
Economically Disadvantaged	116.9	115.8	179.6	176.1	112.7	104.1	105.0	82.1	110.4	157.6
Unemployment Compensation Claimant at Application	111.9	110.0	193.3	162.7	122.6	113.8	91.7	84.8	111.2	124.6
Participant Did Not Work During the 26 Weeks Prior to Application	108.3	122.9	159.4	196.4	113.7	104.8	94.9	84.2	97.1	166.4
Handicapped	111.9	111.1	136.7	200.9	102.8	60.4	118.6	82.4	84.0	228.4
Veteran at Application	118.0	122.2	162.6	178.8	123.3	115.4	100.2	96.9	116.4	142.2
Receiving Public Assistance at Application										
AFDC	122.2	118.6	164.3	148.8	117.2	119.5	74.1	58.8	94.6	161.5
Cash public assistance (AFDC, General, Refugee, SSI)	120.9	111.1	159.4	129.1	118.3	116.8	91.4	72.7	116.3	152.1
Food stamps	116.1	108.6	191.0	187.5	109.7	99.6	99.2	82.5	114.0	143.1
Any public assistance (cash and/or noncash)	115.5	108.1	180.9	168.6	111.1	107.0	98.5	73.3	115.4	143.9
Adult welfare[1]	128.9	110.4	167.3	122.4	115.2	117.3	94.1	76.7	157.2	149.6
Other adult assistance	110.7	107.2	195.6	186.5	109.8	99.5	97.6	75.7	114.2	148.0
Youth (age <22)	111.4	79.5	314.9	318.0	94.0	61.8	119.2	42.6	60.1	101.1
Education Status										
School dropout	107.5	131.4	157.3	166.0	112.8	87.9	94.1	103.1	109.7	223.9
Student (HS or less)	111.0	150.5	216.0	85.8	73.2	240.8	88.3	46.9	465.1	292.3
High school graduate or equivalent (no post HS)	115.8	119.7	190.0	177.1	114.2	111.0	95.8	90.5	113.8	170.0
Post high school	118.1	107.4	183.9	179.3	118.5	117.1	92.7	72.8	114.3	105.1
Reason for Termination										
Entered employment	101.6	91.9	173.8	147.4	111.5	106.1	68.8	54.8	86.9	88.5
Returned to school	133.2	60.7	163.1	122.5	—	106.0	102.1	65.2	132.8	45.4
Other positive terminations	97.3	188.8	404.0	270.0	52.7	170.4	92.4	62.6	138.4	226.3
Non-positive terminations	148.9	202.0	203.9	228.8	135.3	122.0	129.2	152.6	151.5	286.1

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-36. Distribution of *Title III terminees who entered employment* by program activity and selected characteristics: participants terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods									
	Total		CT		OJT		JSA		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees Who Entered Employment	56,700	52,300	11,400	12,900	14,100	12,100	21,100	19,700	10,100	7,500
Sex										
Male	58	64	55	62	63	61	61	65	51	69
Female	42	36	45	38	37	39	39	35	49	31
Minority Status										
White (excluding Hispanic)	73	75	74	73	78	76	70	75	72	75
Black (excluding Hispanic)	19	17	16	16	16	17	20	19	25	17
Hispanic	6	6	7	9	6	5	7	5	1	7
Other	2	2	3	2	—	2	3	1	2	1
Age at Enrollment										
Younger than 19	1	1	—	—	1	2	—	1	1	1
19-21	5	5	3	3	8	6	3	5	5	5
22-29	26	29	24	26	30	37	23	26	29	30
30-44	46	45	50	49	42	39	47	46	47	49
45-54	15	15	18	16	13	13	18	16	11	11
55 and older	7	5	4	6	6	3	10	6	7	5
Economically Disadvantaged	46	52	44	55	51	58	51	50	34	45
Unemployment Compensation Claimant at Application	54	52	56	53	37	41	65	60	50	50
Participant Did Not Work During the 26 Weeks Prior to Application	31	38	26	40	41	41	28	34	29	41
Handicapped	3	4	3	3	3	6	4	3	2	1
Veteran at Application	20	22	20	23	18	18	22	22	19	23
Receiving Public Assistance at Application										
AFDC	4	5	5	5	4	6	3	4	3	4
Cash public assistance (AFDC, General, Refugee, SSI)	6	7	7	7	6	8	6	7	5	5
Food stamps	9	12	10	10	11	13	8	13	9	10
Any public assistance (cash and/or noncash)	12	15	12	13	14	16	11	17	10	12
Adult welfare[1]	5	6	6	5	5	7	5	6	5	4
Other adult assistance	6	9	6	7	9	8	6	10	4	7
Youth (age <22)	1	1	1	—	1	1	—	1	1	1
Education Status										
School dropout	19	16	11	14	22	17	21	15	19	21
Student (HS or less)	1	1	1	—	1	1	1	1	—	—
High school graduate or equivalent (no post HS)	54	54	52	55	56	56	53	52	56	52
Post high school	26	30	36	30	21	25	25	33	25	27

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-37. *Entered employment rates for Title III terminees* by program activity and selected characteristics: participants terminated from JTPA during *PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)*

	Program Activity and Time Periods									
	Total		CT		OJT		JSA		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	83,700	80,100	18,300	20,400	17,000	14,500	31,700	29,800	16,700	15,500
Total Terminees Who Entered Employment	56,700	52,300	11,400	12,900	14,100	12,100	21,100	19,700	10,100	7,500
Entered Employment Rate	68	65	62	64	83	84	66	66	61	49
Sex										
Male	68	64	64	66	83	82	67	66	57	46
Female	67	67	60	60	84	86	65	67	64	56
Minority Status										
White (excluding Hispanic)	70	65	66	66	85	84	69	67	60	46
Black (excluding Hispanic)	63	65	49	54	77	83	64	65	66	63
Hispanic	59	66	62	66	92	83	53	64	28	57
Other	61	58	62	64	16	71	69	46	52	60
Age at Enrollment										
Younger than 19	95	64	—	47	100	78	72	89	100	23
19-21	68	63	68	62	71	69	66	78	64	37
22-29	66	67	60	63	78	84	65	68	61	48
30-44	69	66	62	63	87	85	69	68	64	51
45-54	67	66	64	69	92	89	68	63	49	50
55 and older	63	56	63	59	91	90	59	49	54	52
Economically Disadvantaged	66	67	60	63	79	81	64	68	59	52
Unemployment Compensation Claimant at Application	69	70	69	70	84	86	69	69	60	59
Participant Did Not Work During the 26 Weeks Prior to Application	61	63	51	57	80	80	58	64	52	54
Handicapped	63	67	61	53	78	92	60	71	55	27
Veteran at Application	66	65	60	66	83	81	64	64	62	52
Receiving Public Assistance at Application										
AFDC	61	63	46	45	68	80	72	76	66	53
Cash public assistance (AFDC, General, Refugee, SSI)	62	60	46	46	69	77	69	68	68	47
Food stamps	61	64	51	51	76	83	59	70	61	51
Any public assistance (cash and/or noncash)	62	64	50	52	77	80	63	71	59	49
Adult welfare[1]	63	61	46	44	74	84	69	67	70	53
Other adult assistance	62	67	53	59	84	80	59	73	47	49
Youth (age <22)	57	61	69	50	43	60	50	90	78	36
Education Status										
School dropout	64	53	54	52	83	77	65	55	50	36
Student (HS or less)	88	60	82	47	100	100	91	78	—	—
High school graduate or equivalent (no post HS)	68	67	61	67	82	85	67	66	63	51
Post high school	70	71	67	65	87	84	66	72	65	63

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Table B-38. ***Average hourly wage at termination for Title III terminees*** **who entered employment, by program activity and selected characteristics: participants terminated from JTPA during** ***PY 1985 (July 1985 - June 1986) and PY 1984 (July 1984 - June 1985)***

	Program Activity and Time Periods									
	Total		CT		OJT		JSA		Other Services	
Selected Characteristics	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84	PY 85	PY 84
Total Terminees	83,700	80,100	18,300	20,400	17,000	14,500	31,700	29,800	16,700	15,500
Total Terminees Who Entered Employment	56,700	52,300	11,400	12,900	14,100	12,100	21,100	19,700	10,100	7,500
Average Hourly Wage at Termination	$6.25	$6.20	$6.56	$6.43	$6.12	$5.83	$6.40	$6.38	$5.80	$5.93
Sex										
Male	6.90	6.81	7.58	7.03	6.44	6.30	7.03	7.08	6.54	6.55
Female	5.35	5.12	5.30	5.45	5.59	5.10	5.41	5.09	5.03	4.58
Minority Status										
White (excluding Hispanic)	6.41	6.37	6.80	6.70	6.23	5.89	6.54	6.58	5.97	6.07
Black (excluding Hispanic)	5.59	5.63	5.79	5.51	5.67	6.09	5.61	5.52	5.35	5.41
Hispanic	6.21	5.75	5.41	5.65	5.95	4.64	6.85	6.50	5.38	5.77
Other	7.02	6.10	7.58	7.46	—	4.28	7.19	6.88	5.74	5.81
Age at Enrollment										
Younger than 19	4.99	4.24	—	—	5.04	4.72	—	3.44	6.26	—
19-21	4.64	4.64	5.67	4.42	4.59	4.31	4.60	4.98	4.01	4.70
22-29	5.82	5.66	6.22	6.20	5.68	5.28	6.00	5.94	5.35	4.96
30-44	6.60	6.59	6.88	6.54	6.40	6.65	6.71	6.60	6.26	6.57
45-54	6.58	6.68	6.26	6.77	7.02	6.09	6.82	7.04	5.64	6.14
55 and older	6.10	6.28	7.09	6.65	6.72	4.89	5.64	6.41	6.02	6.51
Economically Disadvantaged	5.99	5.89	6.60	6.21	5.42	5.55	6.26	6.01	5.50	5.58
Unemployment Compensation Claimant at Application	6.40	6.53	6.74	6.62	6.37	5.99	6.44	6.74	5.87	6.39
Participant Did Not Work During the 26 Weeks Prior to Application	5.52	5.76	5.90	6.04	5.33	5.32	5.72	5.99	5.12	5.46
Handicapped	5.87	5.54	6.19	5.71	5.50	4.58	5.92	6.40	5.96	5.84
Veteran at Application	7.04	7.12	7.19	7.35	6.87	6.51	7.16	7.26	6.77	7.14
Receiving Public Assistance at Application										
AFDC	5.47	5.54	5.83	5.42	5.04	5.15	5.33	5.82	5.80	5.89
Cash public assistance (AFDC, General, Refugee, SSI)	5.78	5.60	6.20	5.40	5.63	5.19	5.69	5.96	5.61	5.79
Food stamps	5.66	5.37	6.28	5.73	5.17	4.84	5.90	5.52	5.29	5.31
Any public assistance (cash and/or noncash)	5.71	5.46	6.17	5.62	5.37	4.85	5.88	5.70	5.35	5.54
Adult welfare[1]	5.77	5.80	6.08	5.54	5.79	5.31	5.60	6.23	5.65	6.09
Other adult assistance	5.74	5.35	6.37	5.69	5.18	4.56	6.21	5.56	5.00	5.38
Youth (age <22)	4.91	4.17	5.28	—	4.56	4.11	4.42	3.84	5.47	4.33
Education Status										
School dropout	5.81	5.43	6.20	5.30	6.17	5.11	5.52	5.73	5.66	5.45
Student (HS or less)	6.33	5.05	5.56	5.10	7.54	5.16	5.67	4.95	—	—
High school graduate or equivalent (no post HS)	6.00	6.11	6.41	6.37	5.90	5.85	6.14	6.27	5.43	5.67
Post high school	7.10	6.81	6.93	7.10	6.59	6.31	7.69	6.87	6.72	6.84

[1] Receiving AFDC, General Assistance and/or Refugee Assistance and at least 22 years of age at enrollment.

NOTE: See explanatory notes at front of this appendix — particularly the note regarding estimates based on small counts.

Section C: JASR Cumulative Data, Program Years 1984 and 1985

Table C-1. JTPA Title II-A: Summary Program Activity Data, U.S. Totals, Transition Year 1984, Program Year 1984, and Program Year 1985

C-2a. JTPA Title II-A: Activity and Characteristics Summaries of Terminees, in Numbers, U.S. Totals, Program Year 1985 (July 1, 1985 - June 30, 1986)

C-2b. JTPA Title II-A: Performance Indicators and Characteristics of Terminees, in Percentages, U.S. Totals, Program Year 1985 (July 1, 1985 - June 30, 1986)

C-3. JTPA Title II-B: Summary Program Activity Data, U.S. Totals, Fiscal Years 1984, 1985, and 1986

C-4. JTPA Title II-B: Summary Program Data and Participant Characteristics, U.S. Totals, Fiscal Year 1986 (October 1, 1985 - September 30, 1986)

C-5. JTPA Title III: Summary Program Activity Data, U.S. Totals, Fiscal Year 1983, Transition Year 1984, and Program Years 1984 and 1985

C-6. JTPA Title III: Terminee Characteristics, U.S. Totals, Transition Year 1984 and Program Years 1984 and 1985

Technical Note

The tables contained in Section C represent the aggregated totals from State JTPA annual status reports as of January and February 1987. An explanation of how the JASR and JTLS data differ are contained in Section D, following. Note that for comparision purposes the data presented in Section D are for November 1986 at the same time that the JTLS data was compiled. Readers will therefore note slight differences between Sections C and D in the totals shown for various categories of JASR data.

Table C-1. JTPA Title II-A: Summary Program Activity Data, U.S. Totals, Transition Year 1984 and Program Years 1984 and 1985

Item	Year		
	TY 84	PY 1984	PY 1985
Total Served	613,918	935,966	1,076,946
Current Enrollment	229,544	251,566	312,967
Total Terminations	398,701	696,017	790,550
Total Entered Employment	245,880	422,316	476,640
Entered Employment Rate	62	61	60
Cost Per Participant (dollars)	1,663	1,796	1,725
Current Year Allotment (dollars)	1,421,204,449	1,896,116,331	1,894,962,822
Total Availability (dollars)	1,544,573,101	2,419,842,818	2,633,822,772
Total Accrued Costs (dollars)	1,020,846,614	1,680,982,868	1,857,461,079
Total Carry-Out (dollars)	523,726,487	738,859,950	776,361,693
Accrued Costs as a Percent of Availability (percent)	66	69	71
Total Program Availability (78%) (dollars)	1,233,358,241	1,833,625,751	1,894,706,075
Total Program Accrued Costs (dollars)	880,895,601	1,418,929,278	1,563,044,377
Program Accrued Costs as a Percent of Availability (percent)	71	77	82
Total 22% Availability (dollars)	311,214,860	586,217,067	739,116,697
Total 22% Accrued Costs (dollars)	139,951,013	262,053,590	294,416,702
22% Accrued Costs as a Percent of 22% Availability (percent)	45	45	40
Total Training Accrued Costs (dollars)	654,693,722	1,045,034,594	1,166,415,187
Training Accrued Costs as a Percent of Program Costs (percent)	74	74	75
Total Support Accrued Costs (dollars)	90,610,045	156,294,490	174,028,708
Support Accrued Costs as a Percent of Program Costs (percent)	10	11	11
Total Administration Accrued Costs (dollars)	135,591,834	217,600,194	222,600,482
Administration Accrued Costs as a Percent of Program Costs (percent)	15	15	14
Total Accrued Costs for Youth (dollars)	322,400,732	567,605,304	635,707,948
Youth Costs as a Percent of Program Costs (percent)	37	40	41
Youth Costs as a Percent of Program Availability (percent)	26	31	34
High School Graduates as a Percent of All Terminees (percent)	61	59	57
Average Weeks of Participation	12	17	18
Youth Expenditures as a Percent of Accrued Costs (percent)	32	34	34

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management (February 3, 1987). JASR Data

Table C-2a. JTPA Title II-A: Activity and Characteristics Summaries of Terminees, in Numbers, U.S. Totals, Program Year 1985 (July 1, 1985 - June 30, 1986)

Item	Total Adults/Youth	Total Adults	Adult Welfare	Youth
Activity Summary:				
Total Participants	1,066,555[1]	603,707	180,195	462,848
Total Terminations	790,550	442,480	127,148	348,070
Entered Employment	476,640	303,371	72,933	173,269
Entered Registered Employment Program	130	—	—	130
Entered Armed Forces	1,573	—	—	1,573
Youth Employment Enhancement Terminations	29,465	—	—	29,465
Entered Non-Title II Training	3,394	—	—	3,394
Returned to Full-Time School	6,578	—	—	6,578
Completed Major Level of Education	14,311	—	—	14,311
All Other Terminations	284,395	139,063	54,202	145,332
Characteristics Summary:				
Sex:				
Male	379,531	208,385	38,335	171,146
Female	411,019	234,095	88,812	176,924
Age:				
14-15	19,337	—	—	19,337
16-21	328,733	—	—	328,733
22-54	428,550	428,550	125,236	—
55 and over	13,920	13,920	1,911	—
Education:				
School Dropout	208,605	118,578	40,150	90,027
H.S. Student or Less	132,401	3,188	1,344	129,213
H.S. Graduate	449,161	320,694	85,631	128,467
Single Head of Household	164,270	128,638	71,499	35,632
Race/Ethnic Origin:				
White	404,049	242,274	61,383	161,775
Black	259,990	131,447	49,048	128,543
Hispanic	95,692	52,099	12,154	43,593
American Indian	10,851	5,933	1,991	4,918
Asian or Pacific Islander	20,056	10,818	2,570	9,238
Limited English	32,982	21,631	4,453	11,351
Handicapped	76,971	36,571	7,785	40,400
Unemployment Status				
UI Compensation Claimant	50,298	43,252	—	7,046
Unemployed	505,073	330,283	93,779	174,790
Youth Welfare Recipient	87,007	—	—	87,007
Avg. Weeks Participated	18	18	20	19
Avg. Hourly Wage at Termination	$4.63	$4.91	$4.72	$4.14

[1] This figure is slightly lower than the number shown for "total served" in the U.S. Summary, prepared on February 3, 1987 (see Table C-1.)

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management, *JTPA Output Reports for June 1986*, November 17, 1986. JASR Data.

Table C-2b. JTPA Title II-A: Performance Indicators and Characteristics of Terminees, in Percentages, U.S. Totals, Program Year 1985 (July 1, 1985 - June 30, 1986)

Item	Total Adults/Youth	Total Adults	Adult Welfare	Youth
Program Totals				
Total Participants	1,066,555	603,707	180,195	462,848
Total Terminations	790,550	442,480	127,148	348,070
Total Program Costs (dollars)	1,534,092,532	898,384,584	—	635,707,948
Performance Indicators				
Entered Employment Rate (percent)	60	69	57	50
Postive Termination Rate (percent)	64	—	—	58
Cost Per Entered Employment (dollars)	3,219	2,961	—	—
Cost Per Positive Termination (dollars)	3,031	—	—	3,136
Expenditures as Percent of Total (percent)	—	—	—	41
Enrollment as Percent of Total (percent)	—	—	—	43
Average Weeks Participated	18	18	20	19
Average Hourly Wage (dollars)	4.63	4.91	4.72	4.14
Terminee Characteristics (percent)				
Sex:				
Male	48	47	30	49
Female	52	53	70	51
Age:				
14-15	2	—	—	6
16-21	42	—	—	94
22-54	54	97	98	—
55 and over	2	3	2	—
Education:				
School Dropout	26	27	32	26
H.S. Student or less	17	1	1	37
H.S. Graduate	57	72	67	37
Single Head of Household	21	29	56	10
Race/Ethnic Origin:				
White	51	55	48	46
Black	33	30	39	37
Hispanic	12	12	10	13
American Indian	1	1	2	1
Asian or Pacific Islander	3	2	2	3
Limited English	4	5	4	3
Handicapped	10	8	6	12
Unemployment Status:				
UI Compensation Claimant	6	10	—	2
Unemployed	64	75	74	50
Youth Welfare Recipient	11	—	—	25

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management, *JTPA Output Reports for June 1986*, November 17, 1986. JASR Data.

Table C-3. JTPA Title II-B: Summary Program Activity Data, U.S. Totals, Fiscal Years 1984, 1985, and 1986

Item	Year		
	FY 1984	FY 1985	FY 1986
Total Served	754,842	783,687	743,718
Cost Per Participant (dollars)	923	1,006	1,016
Total Availability (dollars)	318,358,450	930,221,501	849,458,680
Total Accrued Costs (dollars)	696,506,859	793,323,488	755,603,297
Accrued Costs as a Percent of Availability (percent)	85	85	89
Total Training Accrued Costs (dollars)	289,384,957	289,335,842	278,926,351
Training Costs as a Percent of Total Accrued Costs (percent)	42	36	37
Total Support Accrued Costs (dollars)	328,006,470	403,989,243	377,986,595
Support Costs as a Percent of Total Accrued Costs (percent)	47	51	50
Total Administration Accrued Costs (dollars)	79,115,432	99,998,403	98,690,351
Administrative Costs as a Percent of Total Accrued Costs (percent)	11	13	13

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management (January 28, 1987) JASR Data

Table C-4. Title II-B: Summary Program Data and Participant Characteristics, U.S. Totals, FY 1986 (October 1, 1985 through September 30, 1986)

Item	FY 1986	
	Number	Percent
Activity Summary (dollars)		
Total II-B Expenditures (Federal Funds)	$763,466,552	100.0
Training	$281,876,902	36.9
Participant Support	$380,999,500	49.9
Administration	$100,590,150	13.2
Cost per Participant	$1,021	—
Characteristics (percent)		
Number of Participants	748,101[1]	100.0
Sex:		
Male	384,854	51.0
Female	363,247	49.0
Age:		
14-15	255,651	34.0
16-17	300,631	40.0
18-21	191,819	26.0
Education:		
School Dropout	44,978	6.0
Student	608,866	81.0
H.S. Graduate, Equivalent or Above	94,257	13.0
Single Head of Household with Dependent Under 18	23,846	3.0
Race/Ethnic Origin:		
White (not Hispanic)	236,076	32.0
Black (not Hispanic)	324,077	43.0
Hispanic	153,051	20.0
American Indian or Alaskan Native	8,750	1.0
Asian or Pacific Islander	26,147	3.0
Limited English Language Proficiency	77,657	10.0
Handicapped	80,947	11.0

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[1] Total Participants differs slightly from number shown in Table C-3. Discrepancy indicates difference in time of computer run.

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management, *JTPA Summer Youth Output Reports for September 1986*, March 3, 1987. JASR Data

Table C-5. JTPA Title III: Summary Program Activity Data, U.S. Totals, Fiscal Year 1983, Transition Year 1984, Program Year 1984, and Program Year 1985

Item	Year			
	FY 1983	TY 1984	PY 1984	PY 1985
Total Served	11,115	102,303	189,128	221,207
Current Enrollment	7,942	47,363	67,943	74,390
Total Terminations	—	52,416	114,393	132,095
Total Entered Employment	—	38,194	75,276	91,408
Entered Employment Rate (percent)	—	73	66	69
Cost Per Participant (dollars)	294	754	852	836
Total Availability (dollars)	109,953,103	200,932,480	341,245,823	402,824,621
Total Accrued Costs (dollars)	3,270,623	77,107,257	161,071,202	184,938,423
Accrued Costs as a Percent of Availability (dollars)	3	38	47	46
Current Allocation (dollars)	109,953,103	94,250,000	217,420,600	222,650,000
Total Carry-Out (dollars)	106,682,480	123,825,223	180,174,621	217,886,198
Carry-Out as a Percent of Current Allocation (percent)	97	131	83	98
Total Training Accrued Costs (dollars)	2,512,411	59,478,623	123,151,746	145,811,063
Training Costs as a Percent of Total Accrued Costs (percent)	77	77	76	79
Total Support Accrued Costs (dollars)	159,225	4,963,199	11,122,042	10,010,184
Support Costs as a Percent of Total Accrued Costs (percent)	5	6	7	5
Total Administrative Accrued Costs (dollars)	598,987	12,665,435	26,797,414	29,117,176
Administrative Costs as a Percent of Total Accrued Costs (percent)	18	16	17	16
Average Weeks of Participation	—	10	17	19

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management, January 5, 1987. JASR Data.

Table C-6. Title III: Terminee Characteristics, U.S. Totals, Transition Year 1984 and Program Years 1984 and 1985

Characteristic	TY 1984		PY 1984		PY 1985	
	No.	Percent	No.	Percent	No.	Percent
Total Terminees	52,416	100	114,393	100	132,104	100
Sex:						
Male	35,600	68	70,985	62	81,415	62
Female	16,816	32	43,408	38	50,689	38
Age:						
16 - 21	2,740	5	5,928	5	5,330	4
22 - 54	46,118	88	100,019	87	116,703	88
55 and over	3,558	7	8,446	7	10,071	8
Race/Ethnic Origin:						
White	36,867	70	79,749	70	92,749	70
Black	11,350	22	23,167	20	25,710	19
Hispanic	2,922	6	8,541	7	9,990	8
Alaskan/Am. Indian	318	1	913	1	1,067	1
Asian/Pacific Islander	959	2	2,023	2	2,588	2
Limited English	825	2	2,618	2	3,510	3
Handicapped	—	—	—	—	3,933	3
UI Claimant	22,940	44	57,552	50	70,725	54
Unemployed	46,433	89	100,378	88	112,038	85

Source: U.S. Department of Labor, Employment and Training Administration, Office of Information and Resources Management (January 5, 1987). JASR Data.

Section D: Comparison of Title II-A JTLS and JASR Performance Data, Program Year 1985

Table D-1. JTLS and JASR Performance Data for Title II-A Activity for PY 1985, with Selected Characteristics for Terminees

D-2. JASR Estimates of Title II-A JTPA Participation in Geographic Areas Not Covered by JTLS, PY 1985

Technical Note

Data pertaining to participation in programs authorized under the Job Training Partnership Act (JTPA) are available from two sources. These sources are the *Job Training Longitudinal Survey (JTLS)* and the *JTPA Annual Status Reports (JASR)*. The JTLS is a sample survey of individual JTPA participants selected on a quarterly basis from a sample of service delivery areas (SDA's). The JASR is the Department of Labor's administrative reporting system for JTPA in which *all* SDA's are expected to participate. Estimates of JTPA performance for Title II-A produced from these two data sources are compared in the following paragraphs.[1]

Overall, the Title II-A estimates compiled from JTLS and JASR data are similar, particularly in terms of participant characteristics and performance ratios associated with program outcomes (see Table D-3 of this appendix). Certain differences exist between the two sources, however, in the estimated numbers of Title II-A enrollments, terminations, and participants who entered employment. The differences between the JTLS and JASR estimates are summarized below, and each comparison is based on overall totals representing adults and youth combined.

- **Total Enrollments** — The JTLS estimate comprises approximately 94.8 percent of the JASR total.
- **Total Terminations** — The JTLS estimate represents approximately 83.2 percent of the JASR estimate.
- **Participants Entering Employment** — The JTLS level is about 85.5 percent of the JASR level.

One reason for these differences is that the JASR administrative data includes information for Puerto Rico, American Samoa, Guam, the Northern Marianas, and the Trust Territories of the Pacific Islands, while these areas are not represented in the JTLS data. If the data for these geographic areas (summarized in Table D-2 of this appendix) are excluded from the JASR estimates, the JTLS and JASR Title II-A estimates become somewhat more comparable, as indicated by the following summary.

- **Total Enrollments** — The JTLS estimate is approximately 96.8 percent of the JASR estimate.
- **Total Terminations** — The JTLS estimate comprises about 84.8 percent of the JASR figure.
- **Participants Entering Employment** — The JTLS level accounts for approximately 86.5 percent of the JASR estimate.

Some portion of the differences may be explained by sampling error associated with JTLS compared to JASR, which is based on a complete census of SDA's rather than a sample. A greater portion of the differences, however, may reflect the timing of the JTLS data collection. The administrative data obtained through JTLS are gathered quarterly, in the month immediately following the end of the quarter of interest (for example, data for the April-June quarter are collected in July). Consequently, SDA records for the final quarter of JTPA program year 1985 may not be entirely complete, particularly if some subcontractors are less prompt than others in reporting performance data to the SDA's. The JASR data were also obtained on a quarterly basis during PY 1985, but the specific reporting schedule varied across SDA's.

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[1] The primary purpose of JTLS is to gather information directly from sampled JTPA participants, although certain adminstrative data — on which this paper is based — are also obtained. The JASR data are composed strictly of administrative information. The comparisons here are based on administrative data from the two sources.

Table D-1. JTLS and JASR Performance Data for Title II-A Activity During Program Year 1985, with Selected Characteristics for Terminees

	Type of Participant (Adult/Youth) and Source of Data								
	Overall			Adult			Youth		
Selected Characteristics and Performance Indicators	JTLS	JASR[2]	JTLS as a Proportion of JASR	JTLS	JASR[2]	JTLS as a Proportion of JASR	JTLS	JASR[2]	JTLS as a Proportion of JASR
Estimated Totals									
Total New Enrollments	752,900	793,900	94.8	438,700	443,200	99.0	314,200	350,500	89.6
Total Terminations	657,400	790,600	83.2	378,300	442,500	85.5	279,100	348,100	80.2
Total On-Board	459,600	276,000	166.5	276,100	161,200	171.3	183,600	114,700	160.1
Total Entered Employment (Unsubsidized)	407,700	476,600	85.5	264,000	303,400	87.0	143,600	173,300	82.9
Terminee Characteristics									
Sex:									
Male	48	48		47	47		49	49	
Female	52	52		53	53		51	51	
Age at Enrollment:									
14-15	3	2		—	—		100	6	
16-21	40	42		—	—			94	
22-54	54	54		95	97		—	—	
55 and over	3	2		5	3		—	—	
Education Status:									
School Dropout	27	26		27	27		27	26	
Student (H.S. or less)	15	17		1	1		34	37	
H.S. Graduate	58	57		73	72		39	37	
Single Head of Household[1]	22	21		NA	29		NA	10	
Minority Status:									
White (excluding Hispanic)	54	51		57	55		50	46	
Black (excluding Hispanic)	32	33		28	30		36	37	
Hispanic	11	12		10	12		11	13	
American Indian	4	1		4	1		3	1	
Asian or Pacific Islander		3			2			3	
Barriers to Employment:									
Limited English	3	4		NA	5		NA	3	
Handicapped	10	10		9	8		11	12	
UI Compensation Claimant	8	6		12	10		2	2	
Period of Participation (weeks)	14.1	18.0		13.6	18.0		14.8	19.0	
Performance Indicators									
Entered Employment Rate	62	60		70	69		51	50	
Average Wage at Placement	$4.65	$4.63		$4.92	$4.91		$4.15	$4.14	
Positive Termination Rate	—	—		—	—		64	58	

[1] JTLS is "single parent." Note also that this item is not available for the adult/youth breakdown.

[2] The JASR estimates of program participation levels differ from other administrative estimates obtained through the JTPA Quarterly Status Report (JQSR) and highlighted in other documents issued by the Department of Labor. For purposes of this paper, however the JASR data are considered more appropriate because they include estimates of participant characteristics whereas the JQSR does not.

Source: U.S. Department of Labor, Employment and Training Administration, *Summary of JTLS Data for PY 1985*, November 1986, p. D-3.

Table D-2. JASR Estimates of Title II-A JTPA Participation in Geographic Areas Not Covered by JTLS,[1] by Adult and Youth, for JTPA Program Year 1985

	Type of Participant		
Estimated Totals	Overall	Adult	Youth
Total Enrollments	16,300	10,400	5,900
Total Terminations	15,200	9,500	5,700
Total On-Board	11,000	6,400	4,600
Total Entered Employment (Unsubsidized)	5,200	3,600	1,600

[1] The geographic areas included in JASR but not covered by JTLS are Puerto Rico, American Samoa, Guam, the Northern Marianas, and the Trust Territories of the Pacific Islands. The above estimates do not include the Trust Territories, however, because a JASR response was not received for PY 1985.

Source: U.S. Department of Labor, Employment and Training Administration, *Summary of JTLS Data for PY 1985*, November 1986, p. D-4.

Appendix IV
Performance Standards

Performance Standards

Table 1. JTPA Title II-A: National Performance Standards and Results, October 1983 - June 1986.

2. Title II-A: Entered Employment Rates, by State, Transition Year 1984 and Program Years 1984 and 1985
3. Title III: Entered Employment Rates, by State, Transition Year 1984 and Program Years 1984 and 1985
4. Title III: Entered Employment Rate Standards, Actual Entered Employment Rates, and Average Hourly Wages at the Old and New Jobs, by State, October 1983 - June 1984.

Technical Note

This first table in Appendix IV compares the national standards for the seven performance indicators with the actual outcome data from October 1983 through June 1986. Where available, JTLS and JASR data through November and December 1986 are compared.

Tables 2 and 3 are drawn from the State tables for JASR, updated to January and February 1987.

The fourth table has been taken from an earlier report published by the U.S. Congress, Office of Technology Assessment, on dislocated workers. It compares entered employment rates and average hourly wages of old and new jobs, by State (excluding the District of Columbia).

Table 1. JTPA Title II-A National Performance Standards and Results, October 1985 - June 1986

Standard	Period of Performance							
	TP 1984[2]		PY 1984-85	PY 1984		PY 1985		PY 1986-87
	Standard	Result	Standard	Result		Result		Standard
				JTLS	JASR	JTLS	JASR	
Adult:								
Entered Employment Rate (Total)	58%	67%	55%	69%	67%	70%	69%	62%
Entered Employment Rate (Welfare)	41%	55%	39%	58%	57%	62%	57%	51%
Average Wage at Placement (Hourly)	$4.90	$4.85	$4.91	$4.87	$4.84	$4.92	$4.91	$4.91
Cost Per Entered Employment	$5,900	$3,326	$5,704	NA	$3,198	NA	50%	$4,374
Youth:								
Entered Employment Rate	41%	55%	41%	57%	52%	51%	50%	43%
Positive Termination Rate[1]	82%	63%	82%	68%	74%	64%	58%	75%
Cost Per Positive Termination	$4,900	$3,287	$4,900	NA	$2,560	NA	$3,136	$4,900

[1] Includes attainment of PIC-recognized youth employment competencies, entrance into non-Title II training, return to full-time school, and completion of a major level of education.

[2] Transition Period = 9 month period from October 1, 1983 to July 1, 1984.

Sources: U.S. Department of Labor, Employment and Training Administration, *Summary of JTLS Data for PY 1985*, p. 16, and *JTPA Output Reports for June 1986*.

Table 2. Title II-A Entered Employment Rate, by State, Transition Year 1984 and Program Years 1984-1985

State	Entered Employment Rate		
	TY 1984	PY 1984	PY 1985
U.S. Total	62	61	60
Alabama	77	74	68
Alaska	64	54	47
Arizona	57	56	59
Arkansas	73	66	62
California	58	59	61
Colorado	65	64	62
Connecticut	63	60	61
Delaware	65	60	63
District of Columbia	36	49	54
Florida	69	73	68
Georgia	53	58	57
Hawaii	74	71	43
Idaho	70	68	70
Illinois	56	53	54
Indiana	70	71	71
Iowa	63	60	60
Kansas	79	68	66
Kentucky	43	45	50
Louisiana	56	66	57
Maine	75	71	69
Maryland	77	64	66
Massachusetts	71	66	62
Michigan	56	62	61
Minnesota	63	64	64
Mississippi	65	54	50
Missouri	65	63	63
Montana	74	68	68
Nebraska	63	57	62
Nevada	67	58	56
New Hampshire	43	51	54
New Jersey	63	66	68
New Mexico	56	58	62
New York	59	62	62
North Carolina	65	62	61
North Dakota	83	65	68
Ohio	49	50	51
Oklahoma	63	64	63
Oregon	73	73	70
Pennsylvania	58	56	56
Rhode Island	63	67	65
South Carolina	72	64	66
South Dakota	70	64	65
Tennessee	59	64	63
Texas	57	60	57
Utah	67	61	67
Vermont	72	62	58
Virginia	58	61	60
Washington	69	67	68
West Virginia	77	61	68
Wisconsin	62	57	62
Wyoming	57	65	59
American Samoa	44	52	52
Guam	51	47	53
Northern Marianas	65	62	55
Puerto Rico	50	26	33
Trust Territories	97	28	—
Virgin Islands	44	56	43

Source: U.S. Department of Labor, Employment and Training Administration, Office of Financial and Administrative Management. (JTLS Data as of February 1987).

Table 3. Title III Entered Employment Rate, by State, Transition Year 1984 and Programs Year 1984-1985

State	Entered Employment Rate		
	TY 1984	PY 1984	PY 1985
U.S. Total	73	66	59
Alabama	78	78	77
Alaska	NA	25	71
Arizona	91	84	83
Arkansas	88	65	31
California	73	62	61
Colorado	NA	84	84
Connecticut	89	89	81
Delaware	90	80	61
District of Columbia	43	43	40
Florida	82	57	83
Georgia	76	74	71
Hawaii	73	54	58
Idaho	77	67	74
Illinois	65	69	77
Indiana	81	56	80
Iowa	51	67	67
Kansas	89	76	83
Kentucky	59	82	76
Louisiana	60	50	66
Maine	94	57	80
Maryland	66	68	75
Massachusetts	87	75	82
Michigan	95	76	60
Minnesota	63	65	71
Mississippi	71	66	72
Missouri	81	77	79
Montana	78	68	72
Nebraska	46	70	72
Nevada	66	65	60
New Hampshire	90	78	90
New Jersey	71	54	55
New Mexico	41	71	81
New York	68	70	71
North Carolina	96	91	69
North Dakota	38	68	82
Ohio	74	55	61
Oklahoma	53	54	53
Oregon	89	80	83
Pennsylvania	49	64	59
Rhode Island	77	57	89
South Carolina	67	48	71
South Dakota	100	73	82
Tennessee	66	63	76
Texas	67	63	59
Utah	72	50	71
Vermont	85	83	74
Virginia	73	47	62
Washington	90	67	75
West Virginia	89	59	91
Wisconsin	91	77	88
Wyoming	29	65	83
American Samoa	62	NA	NA
Guam	NA	46	65
Northern Marianas	NA	NA	NA
Puerto Rico	14	71	65
Trust Territories	NA	NA	NA
Virgin Islands	NA	26	65

NA = Not Available

Source: U.S. Department of Labor, Employment and Training Administration. (JASR Data as of January 1987).

Table 4. Title III Programs for Dislocated Workers: Performance Standards for Entered Employment Rates and Actual Entered Employment Rates and Average Hourly Wages for Old and New Jobs, by State, October 1983 - June 1984

State	Entered Employment Rate (%)		Average Hourly Wage	
	Standard	Actual	Old Job	New Job
Alabama	65.0	78	$5.15	$4.68
Alaska	48.8	a	INA	INA
Arizona	50.0	91	10.46	8.81
Arkansas	INA	88	INA	INA
California	72.0	73	8.02	8.53
Colorado	b	90	7.00 - 20.00	6.50 - 10.00
Connecticut	55.0	89	7.23	7.46
Delaware	60.0	90	INA	INA
Florida	c	82	INA	4.20
Georgia	58.0	76	5.42	5.03
Hawaii	55.0	73	4.91	4.94
Idaho	51.8	77	INA	8.13
Illinois	c	65	INA	6.61
Indiana	INA	81	INA	INA
Iowa	55.0	51	7.88	6.69
Kansas	65.0	89	6.11	5.64
Kentucky	58.0	59	INA	INA
Louisiana	55.0	60	INA	INA
Maine	80.0	94	INA	5.00
Maryland	55.0	66	INA	INA
Massachusetts	75.0	87	4.00 - 12.00	6.00
Michigan	c	95	INA	9.47
Minnesota	58.0	63	INA	6.25 - 7.00
Mississippi	60.0	71	4.44	4.18
Missouri	60.0	81	7.53	7.93
Montana	58.0	78	10.00	7.92
Nebraska	INA	46	6.00	5.58
Nevada	68.0	66	6.84	5.78
New Hampshire	56.0	90	8.50	6.00
New Jersey	58.0	71	INA	INA
New Mexico	52.0	30	14.00 - 15.00	INA
New York	b	68	5.78	6.19
North Carolina	72.0	96	4.53 - 6.14	4.10 - 4.88
North Dakota	58.0	38	5.34	4.87
Ohio	60.0	74	INA	5.35
Oklahoma	58.0	53	3.00	5.00
Oregon	58.0	89	INA	6.14
Pennsylvania	d	49	7.11	8.80
Rhode Island	c	77	5.00 - 6.50	4.50 - 5.00
South Carolina	65.0	67	4.60	4.73
South Dakota	63.1	100	3.72	5.14
Tennessee	58.0	66	5.28	4.94
Texas	58.0	67	INA	INA
Utah	b	71	7.26	6.88
Vermont	58.0	85	4.60	5.54
Virginia	b	73	INA	3.87
Washington	60.0	90	INA	INA
West Virginia	b	89	6.24	7.71
Wisconsin	60.0	91	7.81	6.33
Wyoming	c	29	7.55	7.32

INA = Information not available.

[a] No clients were served in Alaska's Title III program in the transition year.

[b] Title III standard not established.

[c] Standard established but not specified in reply to OTA survey.

[d] In Pennsylvania, each Service Delivery Area sets performance standards.

Sources: U.S. Department of Labor, Employment and Training Administration and the U.S. Congress, Office of Technology Assessment.

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